

GOVERNMENT OF THE PROVINCE OF SASKATCHEWAN
CANADA
DEPARTMENT OF NATURAL RESOURCES

REPORT

OF THE

Saskatchewan Royal Commission on
Immigration and Settlement

1930



PRINTED BY ORDER OF THE MINISTER OF NATURAL RESOURCES

REGINA:
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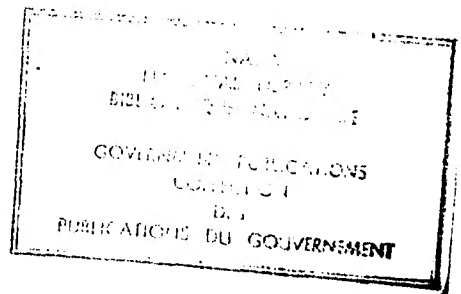
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SASKATCHEWAN ROYAL COMMISSION ON
IMMIGRATION AND SETTLEMENT
1930

Dr. W. W. Swanson	-	-	-	-	<i>Chairman</i>
Mr. P. H. Shelton	-	-	-	-	<i>Vice-Chairman</i>
Mr. T. Johnston	-	-	-	-	<i>Commissioner</i>
Mr. G. C. Neff	-	-	-	-	<i>Commissioner</i>
Mr. A. R. Reusch	-	-	-	-	<i>Commissioner</i>

Clerk

Miss C. A. Lenhard



ACKNOWLEDGMENTS.

The Commission desires to express its appreciation for assistance received from the following departments of governments and various organizations:

PROVINCIAL GOVERNMENT.

The Department of Railways, Labour and Industries.
The Department of Municipal Affairs.
The Department of Agriculture.
The Motor License Branch.

DOMINION GOVERNMENT.

The Bureau of Statistics.
The Department of Immigration and Colonisation.
The Department of the Interior.
The Department of Mines.
The Department of Agriculture.
The Department of Radio, Marine and Fisheries.
The Soldier Settlement Board.

WASHINGTON, U.S.A.

The Bureau of Agricultural Economics.
The Bureau of the Census.

UNIVERSITY OF SASKATCHEWAN.

The Department of Soils.
The Department of Farm Management.
The Department of Farm Machinery.
The Department of Field Husbandry.
The Department of Animal Husbandry.
The College of Engineering.

MISCELLANEOUS.

The Canadian Pacific Railway Company.
The Canadian National Railway Company.
The Hudson's Bay Company.
The Canada Northwest Land Company.
The United Farmers of Canada, Sask. Section, Ltd.
The Canadian Manufacturers' Association.
The Canadian Legion.

Numerous individuals having expert knowledge of immigration and settlement conditions.

We should also like to thank the many individuals who freely gave their assistance on technical phases of our investigation.

The Commission expresses its deep appreciation of the services rendered by the clerk, Miss C. A. Lenhard, without whose aid the report could not have been completed.



REGINA, *September 10, 1930.*

HON. J. T. M. ANDERSON,
Premier of Saskatchewan,
Regina.

SIR,—

... I have the honour to present the Report on Immigration and Land Settlement which contains the considered recommendations of your Commissioners appointed by Order-in-Council on January 4, 1930.

The preparation of this report has involved the holding of many public sittings; the securing of much data in various authoritative quarters, and many interviews with those in a position to assist the Commission.

We are forwarding a complete set of the volumes containing the official records of the evidence presented, as well as the exhibits filed in connection with our inquiry.

We realise that this report is the work of a few men who are cognizant of the fact that the problems dealt with cover hitherto unexplored territory. As this is the first attempt made by any government in Canada to secure a scientific examination of the facts bearing on immigration and settlement, we are aware that as experience is gained by those who must assume the responsibilities of administration, modifications may occur, in accordance with that experience. Nevertheless, we feel assured that the recommendations made to your Government, while allowing full scope for such modifications, are fundamentally sound.

I have the honour to be, Sir,

Your obedient servant,

W. W. SWANSON,

Chairman.



REPORT

of the

Saskatchewan Royal Commission on Immigration and Settlement, 1930

The Saskatchewan Royal Commission on Immigration and Settlement was created by order-in-council dated at Regina, January 4, 1930. Its existence is admittedly due to two causes: One, a general opinion in the province that immigration and land settlement policies required to be readjusted to meet changing conditions which may, in short, be described as the visible approach of a time when the agricultural area of the province will almost completely have passed into the hands of settlers in contrast to the earlier period of the province's history during which land available for agriculture and still in the possession of the Crown, was, to a great extent, unsettled; two, that the declared intention of the Dominion Government to return the natural resources of the province, including the remaining lands available for agriculture, to the Crown in the right of the Province of Saskatchewan, was likely to be carried into effect in the near future.

In addition, the work of the Commission assumed special importance owing to public announcements made by the Government of Canada that, while legally the control of immigration must necessarily remain the function of the Dominion, it was their intention so to draft all policies of immigration as to meet with the expressed wishes of the governments of the various provinces concerned.

The Commission organised its work, arranged its office accommodation at Saskatoon, and on January 30, 1930, held its first sitting at Saskatoon. From then until June 3, 1930, the Commission held forty sittings at the following points in the province: Saskatoon, Melfort, Watson, Nipawin, Wynyard, Tisdale, Nokomis, Hudson Bay Junction, Rosetown, Hawarden, Swift Current, Leader, Cabri, Maple Creek, Gull Lake, Wymark, Regina, Coronach, Assiniboia, Gravelbourg, Climax, Shaunavon, Moosomin, Moose Jaw, Wilkie, North Battleford, Lloydminster, Prince Albert, Melville, Rosthern, Canora, Humboldt, Kam-sack, Yorkton, Foam Lake, Eatonia, Carragana, and at Winnipeg, Manitoba; examined 476 witnesses; collected 52 volumes of evidence, and in addition acquired by correspondence and by personal visits of members of the Commission to various parts of the province a mass of other data. Since the termination of public hearings the Commission has repeatedly assembled and has carefully analysed and discussed the information collected, has collated it in forms easy for reference, and has finally arrived at an unanimous decision as to principles and policies of immigration and settlement, constituted, in their opinion,

to encourage the complete development of the land and other natural resources of the province; while at the same time correcting the conditions complained of in the past and making provision for the changes in administration necessary to meet the return of the natural resources to the province.

We must first point out that your Commission is one authorised to deal only with matters within the jurisdiction of the Government of Saskatchewan. On the other hand no possibility exists of any system which would prevent persons who have legally entered any province of Canada from migrating at any time to this province, and we therefore urge that an effort be made to call a conference between the representatives of the Government of Canada and of all the provinces, in the hope that from such a meeting might arise uniformity of opinion concerning an immigration and settlement policy, and we beg to remind you that this report is necessarily framed so that it may be used, if adopted, not only as a basis for the immigration and settlement policy of your government, but as this province's recommendations to the proposed and later conferences.

It has been announced that a conference of the three governments of the Prairie Provinces with the Dominion Government will be held in the near future to consider this question. Owing to the general likeness of the conditions in these three provinces, and certain differences between them and the conditions in the other provinces, such a special conference would be desirable, but we urge that it be followed by the general conference which we propose.

We recommend that a conference be held between the proper representatives of the Provincial Departments of Natural Resources, Agriculture and Labour, the College of Agriculture of the University of Saskatchewan, representatives of the organised farmers and other interested public bodies, invited representatives of the Dominion Department of Immigration and the Dominion Department of Agriculture, and the persons or corporations who desire to obtain licenses as immigration and colonisation agents, in order to deal with the details of immigration and settlement regulations. We recommend that such a conference be held at once and without waiting for the proposed conference of the Dominion and Provincial Governments, since although it will be impossible to make these regulations of legal effect until after the conference of governments, it may, we believe, be taken for granted that the major corporations which have been, and will probably be in the future, most active in immigration activities, will be entirely ready to adjust their plans to the expressed wishes of the Government of this province.

Your Commissioners have in mind that where they make recommendations modifying Federal legislation, and where such recommendations are approved, the Provincial Government will use its good offices in bringing such recommendations to the attention of the Federal Government and pressing for their adoption. We further point out that our recommendations regarding classes and types of immigrants to be admitted to Saskatchewan are to be interpreted as conforming with Federal legislation.

As a basis for the proposed system of regulations we submit the following detailed recommendations:

(a)—MACHINERY.

1. That an advisory Federal Board of Commissioners be created to consider and recommend policies of immigration and settlement, on which will be represented every province.

2. That primary control of all immigration activities of the province should be in the hands of the Minister of Immigration and Natural Resources of the province.

3. That a Provincial Council of Immigration and Land Settlement be created consisting of the Deputy Ministers of the Departments of Natural Resources, Agriculture and Labor of the province, to control the flow of immigration and settlement.

4. That a bureau be established, representative of this Provincial Council of Immigration and Settlement, in London, England, to deal with all matters of immigration affecting this province, as far as they can be supervised in London, and to co-operate with other government representatives on matters affecting our trade and commerce.

5. That all matters affecting after-care of immigrants settled on the land should be in the hands of the Minister of Agriculture of the province, and that after-care of non-agricultural immigrants should be in the hands of the Minister of Labour of the province, acting upon information placed at their disposal by the Provincial Council of Immigration and Settlement.

6. That it should be agreed that the representative of this province on the proposed Federal Board of Commissioners should be empowered to state the numbers and classes of immigrants required by the province.

7. That all leases, agreements of sale or mortgages affecting land in transactions between a licensed immigration and colonisation agency and a settler should be filed with and approved by the Provincial Council of Immigration and Settlement, and a suitable fee imposed.

(b)—IMMIGRATION AGENCIES.

1. That any person, corporation or society desiring to engage in business as an immigration and colonisation agency should (1) obtain a license to that effect from the Dominion Government; and (2) before being allowed to operate in Saskatchewan should obtain a provincial license which would impose upon such person, corporation or society, the obligation to submit all its activities in connection with land settlement to the supervision of the Provincial Council of Immigration and Settlement.

2. That no licenses should be granted to any person, corporation or society, except those who, in the opinion of the Provincial Council of Immigration and Settlement, are capable of entering on actual programmes of settlement.

(c)—CLASSES OF IMMIGRANTS.

1. That first efforts should be given to provide for the settlement on the land of persons now resident in this province.

2. That no special measures are necessary to stimulate immigration to Saskatchewan of Canadians from other provinces.

3. That the Dominion Government should aid, to the extent of one half of their transportation expenses to Canada, in the repatriation of Canadians now resident in the United States, to the several provinces from which they migrated.

4. That every encouragement should be given to British immigration and that the British Government should be invited to assist in devising schemes for such a movement and in providing financial aid for carrying them out. We specially recommend assisted immigration of British boys of school-leaving age and over, under proper safeguards.

5. That with the exception of grants made by the British Government for the assistance of British settlers, grants made by the Dominion Government for repatriation of Canadians, or grants made by the province to assist in the settling of residents of the province on public lands and for boy settlement schemes, no governmental financial aid to settlement be granted.

6. The Commission makes no recommendation with respect to a quota law.

7. That no single agricultural workers be admitted at present.

8. That domestics be admitted under proper control by the Provincial Council of Immigration and Settlement, and that measures be taken to encourage the reuniting of families.

9. That when, in the opinion of the Provincial Council of Immigration and Settlement, there is room for immigration, preference should be given, with proper safeguards as to numbers and treatment, first to nominations by established farmers, and that immigrants should be charged a head tax intended to provide insurance against indigency, which, however, need not be applied in the case of British immigrants if, after negotiations, the British Government prefers to contribute to this insurance on a basis proportionately to the contributions from other nationals, obtained through the head tax.

10. That heads of families may be admitted on the nomination of immigration agencies where the nominee has a minimum capital of \$250.00 upon landing in Saskatchewan, the proper safeguards as to head tax and after-care applying; these nominations should only be permitted where the Provincial Council of Immigration and Settlement is satisfied as to actual opportunity for employment and housing.

11. That immigration agencies should be permitted to bring in leasehold or partial payment purchase settlers as hereinafter provided on condition that the settler does not become a public charge within a period of five years after admission. Such settlers should only be

admitted for location in areas and on terms approved by the Provincial Council of Immigration and Settlement. This is particularly desirable as a means of directing a flow of immigration from Great Britain.

12. That any immigrant, married or unmarried, having the necessary capital to establish himself in agriculture or industry may freely enter the province for the purpose of taking up land, or to establish himself in business.

13. That no other person be permitted to enter except by specific permission of the Provincial Council of Immigration and Settlement through this Province's representative on the Federal Board of Commissioners.

14. That where the foregoing regulations restrict the free movement of immigration to the province they shall not be enforced against British migrants.

(d) METHODS OF LAND SETTLEMENT AND AFTER-CARE.

1. That a complete soil and economic survey of the province be made, and that the conclusions arising from it be used as a basis for future settlement policies, and that all existing cases of location of settlers on unsuitable lands be brought to the attention of the Provincial Council of Immigration and Settlement and to land-owning corporations in cases concerning them.

2. That this survey be applied first to the remaining Crown lands and to areas where it is believed that settlement has taken place on unsuitable land.

3. That immigration and colonisation agencies be permitted to sell farms to immigrants in areas, in units and on terms only as approved by the Provincial Council of Immigration and Settlement.

4. That immigration and colonisation agencies be permitted to lease farms for not less than ten years to immigrants in areas, in units and on terms only as approved by the Provincial Council of Immigration and Settlement.

5. That homesteading be discontinued and that the remaining Crown lands where immediately available for agriculture be sold (a) to residents of the province, (b) to other Canadians, (c) to British settlers, (d) to other immigrants.

6. That the Government investigate the "use lease" method of disposing of Crown lands with a view to testing it.

7. That Crown lands found suitable for settlement but which require clearing, be cleared under Government auspices, and the cost of this included in the sale or lease price of such lands.

8. That land not suitable for agriculture but useful for ranching be leased for this purpose.

9. That blocks of land suitable for agriculture located in ranching areas be included in the ranching leases.

10. That efforts be made to transfer settlers now on lands unsuited for agriculture, or included in areas suited for ranching, to more suitable locations, under a system of government expropriation and compensation in respect to the latter.

11. That immigration agencies, railways and mortgage companies be invited to apply similar correction in the case of settlers located on lands leased or sold on partial payment terms by them.

12. That immigration agencies, railways, land and mortgage companies be invited to consider the transfer of settlers from land ownership to long term lease where experience has shown that the settler is not making reasonable progress.

13. That where a cycle of bad seasons has impaired the economic position of a farmer who is a mortgagor, he be given security of tenure by the automatic extension of the terms of his mortgage or other instrument of obligation.

14. We recommend to the Government consideration of schemes for the assistance of residents of Saskatchewan to settle on the lands of the province.

(e) GENERAL RECOMMENDATIONS.

1. That the Dominion Government be requested to compel naturalisation of immigrants who have resided in the Dominion for a period of seven years.

2. That all immigrants landing in Canada take oath to obey the laws of the country, and that within a period of six months they should make application signifying their intention of becoming citizens.

3. That lands carrying merchantable growth of timber be withdrawn from settlement and administered as forestry lands.

4. That in view of the outstanding importance of taking full advantage of the gifts and capacities of newcomers as a contribution to our common life, special efforts should be made through the Department of Education and other public bodies to approach the question of assimilation in the most sympathetic attitude in order to win the confidence and co-operation of incoming settlers.

5. That the Government consider the rendering of assistance to the new settlers and others in establishing themselves: (a) by increasing the agricultural representative service, and (b) by inducing experienced farmers to establish themselves in immigrant communities.

6. That unemployment relief as it becomes necessary should, as far as possible, be obtained by the use of unemployed labour in opening land to settlement or otherwise developing our natural resources.

7. That *The Saskatchewan Farm Loans Act* be amended to permit progress loans to farmers engaged in clearing and breaking of land, through the establishment of a separate department.

8. That the Government consider the provision of better markets for pulpwood in districts where this product is available; if feasible, by the construction of a pulp mill.

The basis of these recommendations will be found in the attached appendices in which we have collated the data which seems to us to bear most directly on our problems, but we shall now proceed to discuss certain general principles which arise from our consideration of these data and which we have attempted to incorporate in a workable and logical form in the recommendations already given.

Your Commission considered it wise to commence its studies by attempting to decide whether continued immigration, with its resultant increase in population, can be considered desirable on social and economic grounds.

This question is discussed at some length in Appendix II. Here we can give but a brief summary of the conclusions there arrived at.

The work of distinguished biologists in recent years leads to an inescapable conclusion that there is a tendency for the population of any given area to increase, over a given cycle of years, at a rate indicated by a curve similar to those shown in Appendix II. The reasons for this apparent law of population increase are not fully understood.

Now, in the case of this province, the expectation would be that population will grow but slowly from natural increase in the immediate future, and that the rate of increase will tend to lessen.

At the same time, this province, being situated as it is, cannot be regarded as an isolated community, but as one to be constantly affected by the social and economic conditions of North America as a whole.

It is distinctly agrarian in type, and there is at present a decided trend to a movement of agrarian population into the urban centres over all this continent. In the case of the older communities of Canada this trend has now become so marked as to create a serious danger that the rural population will be lessened in numbers and altered in condition to a point of danger—since the tendency is everywhere for the younger people to respond to the urge to seek the greater economic attractions of city life, leaving the countryside populated by a community of steadily advancing average age.

It is possible that this tendency will cease at some future date, but it still visibly exists, and we are of the opinion that as long as that is the case, it will be necessary, if we are to maintain a biologically and economically sound condition of rural population, to permit at least some inflow of immigration.

In addition, it is unquestioned that no community can completely isolate itself from the rest of the world today. Definite conditions of over-population exist in many lands, and for any country to essay to maintain a condition of under-population would expose it to the necessity of measures of national defence, which might easily be avoided by

permitting its population, under suitable safeguards as to type and economic standards, to increase with reasonable speed.

These, it may be argued, are academic considerations. There are others more practical. One is that a population must attain a certain level to make it economic to provide all the public and social services necessary for the maintenance of a proper standard of living. If rural Saskatchewan tends at present to lose numbers, the loss will be of serious effect on the well-being of those who remain. It is true that in many cases errors in past immigration policy have caused an influx of settlers not only unable to bear their share of these public and social services, but who have become a charge on the public funds. The cure for that, however, is, in our opinion, not to insist on a complete cessation of immigration, but on safeguards intended to provide that only as many settlers shall be admitted, only of such type, and only on such conditions, that our rural population shall continue to expand, but only by the addition of those who may be expected to assume rapidly their share in the upkeep of social and public services.

Another consideration of importance is that in the present condition of our population, the tendency is for those young people who seek wider economic opportunity to do so beyond the boundaries of the province and even of the country. That represents a serious loss. It is due to the fact that our society is not large enough to support the complete metropolitan centres necessary to provide the fullest cultural and economic opportunities. That condition can only be corrected by permitting a steady increase of the rural population which is the base of all economic growth, and we draw attention to the data in Appendix II showing that the effect of an increase in total rural population, in similar areas, has been to cause an even greater increase in urban population and a resulting increase in the social complexity of the whole, which tends to provide increased economic opportunity, within the community, for those younger members of the rural community who are seeking other activities than those of agriculture. We can, perhaps, best sum up this conclusion in the tangible statement that since many of our young people from rural areas will, we expect, continue to seek other fields of activity, we must, if we are not to lose them, provide several true metropolitan centres in the province to absorb them. To do that, we must assuredly not permit the total rural population to shrink, but must provide for its steady growth. The economic effect of such an increase on the agricultural industry we deal with in Appendix V, here merely saying that we see no reason to anticipate that a steady and moderate increase in our rural population will damage the interests of the present agricultural producers, but feel that it will, on the contrary, by encouraging the increase in the community of the proportion of non-agricultural elements, tend to widen and diversify the markets for certain types of agriculture, while from the long time point of view the world outlook seems to offer ample markets for increased production of the remainder of our products.

For these reasons we conclude that it is desirable that no unnecessary checks be placed on population increase by immigration. That

certain checks and controls, however, are necessary we accept at once. Appendix III shows only too clearly that in recent times the province has not retained its natural increase of population plus immigration. This unquestionably means that in these recent times immigration has been artificially stimulated to a degree in excess of natural requirements. In such a condition only one thing can occur—an economic struggle for survival in which those willing to accept a lower standard of living will replace those desiring a higher. We agree that this has been already, to some extent, the case.

We desire to state specifically that this is not a question of racial types, a point discussed later in the report. There can, however, be no question that the standard of living accepted as desirable in this province exceeds that of the classes from which recent immigration has been drawn in the countries of their origin.

From these premises we deduce the conclusion that this report should attempt to lay down certain principles of control, intended to provide for the maximum freedom of immigration, limited by the legitimate desire of the people of this province to maintain a general standard of living satisfactory to their ambitions.

Since this province is still overwhelmingly agricultural in type, we have next proceeded to consider the areas of soil suited for profitable farming which are not at present exploited—adding at the same time such data concerning other economic resources as will aid us in considering other forms of development later. This information is assembled in Appendices VII and VIII and indicates reserves of unutilised land much less than is often assumed to be the case, but still ample to provide for the growth of our community.

Next we have proceeded to investigate the present economic position of agriculture, and the outlook as far as we can foresee it, and on the data assembled in Appendices IV and V come to the conclusion that there is no reason to anticipate any ill effect from permitting, and indeed encouraging, an increase in the agricultural population of the province, provided that certain measures of control be applied to ensure, as far as is humanly possible, that the only farmers thus added to the great rural population of the province will be so chosen, and so placed, that their chances of readily attaining a standard of success enabling them to live in accordance with our social ideals will be very high.

Turning to non-agricultural activities we review, in Appendices VI and VII, the present position of other economic groups, and the opportunities for their development, and conclude that, on the whole, they may be regarded as ancillary to agriculture, and that, therefore, their increase and progress must essentially depend on the increase and progress of agriculture. We find that at present there exists no immediate reason for stimulating the ingress of non-agricultural groups.

We next considered the establishment of machinery of government suitable to carry into operation the general policies which we have accepted. It is at once obvious that no provincial control of immigration is practicable except as it coincides with the policies adopted by the

Dominion Government, which in turn must base these policies on the desires and needs of the nine provinces of the Confederation. We have already dealt with this and wish to amplify our recommendation concerning the proposed Federal Board of Immigration Commissioners by recommending that its headquarters be in the City of Ottawa and that the Board should have the responsibility of recommending to the Federal Government policies of immigration that have the approval of the representatives of the several provinces. The Saskatchewan representative should place before the Board all decisions of the Provincial Council of Immigration and Settlement with respect to numbers and types of immigrants required by the province. In our opinion the proposed Federal Board of Immigration Commissioners should also endeavour to operate as a body for planning how to adjust the flow of immigrants to economic conditions not only of the moment, but of the future as far as they can be foreseen, and to known and expected trends of industrial development and those other conditions which should be regarded as factors in deciding alterations from time to time in our policy of peopling the country.

Within our own province we have endeavoured to adapt our recommendations to the existing machinery of government; to add no unnecessary or elaborate organisation; and to use as fully as possible, agencies already established. In this connection we wish to draw attention to what appears to us to have been a serious defect in the control of immigration and land settlement while entirely in the hands of the Dominion Government, and to suggest methods of avoiding it in the organisation created by this province. This country possesses an uniquely complete and co-ordinated system of governmental agencies to furnish aid and advice to agriculturists. Although the Dominion and Provincial Departments of Agriculture are technically wholly independent of each other except in the matter of certain special plans, the personal devotion of the technical agriculturists of the various departments to the cause of improving the standards of rural life has created a smoothness of co-operation in every detail which is deserving of the highest praise, and is far more effective in obtaining beneficial results than could have been any conceivable system of formal co-ordination.

The whole system resulting from this happy condition is one that commands the highest respect throughout the world. Yet, in the past there has been no definite method of placing this machinery at the service of incoming settlers. No doubt the services available have been carried to new settlers as rapidly as possible, but more than that is required. Some arrangement should exist by which the settling of a newcomer on a Canadian farm would automatically bring to his door the agents of the public agricultural services, ready to act as philosopher and friend.

For this reason we suggest that all matters affecting the after-care of immigrants settled on the land should be in the hands of the Minister of Agriculture of the province. Similarly we believe that by placing the after-care of the non-agricultural immigrants in the hands of the

Minister of Labour of the province we shall provide for the immediate reflection of a surplus labour condition in the province, in our immigration policies at any time. In order to co-ordinate the efforts of these departments and the Department of Immigration and Natural Resources, we have recommended the creation of a Provincial Council of Immigration and Settlement, with a permanent secretariat, and in view of our desire to stress especially the advantages of British immigration we have advised the establishment of a bureau, representative of this Council, in London, England.

Turning next to the type of private corporation, society or body which shall be permitted to engage in business as an immigration and colonisation agency, we have made certain special recommendations of which the most outstanding is our plan that any organisation desiring to be so licensed must submit its entire operations in land settlement within this province to the regulations of the proposed Council of Immigration and Settlement. We believe that this apparently drastic regulation is not an effective interference with the right of property owners to dispose of farm lands. It is to be assumed that should any person or corporation own a farm in a settled farming area and obtain a bona fide offer of purchase or lease, the Government of this province would have no hesitation in granting immediate permission to sell or lease. To make it necessary to request its permission is a mere formality in such a case, and any province which so desired could at any time, by a simple legislative proviso, forbid the sale or lease of any lands situated in the province for agricultural purposes. The recommendation is intended to prevent any person or corporation, licensed as an immigration agent, from evading certain regulations later recommended to govern immigration activities. Without it, any immigration agent could, for example, obtain the entry into Canada of persons admissible under general immigration regulations, and not openly intended to become agricultural settlers, and could then sell or lease to such persons lands in areas not considered suitable for farming, or on terms prohibited in the case of sales of lands to settlers brought in under the agricultural settlement regulations recommended. The regulations would in any case affect in no way the right of any person or corporation not licensed as an immigration agent to sell or lease any lands on any terms to any other person, except an immigrant, and would in no way constitute any interference with property rights.

In this connection we wish to point out that there can be no question that the greatest agencies in the settlement of Western Canada in the past have been the two great railway systems and that we fully anticipate that this condition will continue. It is our desire to make no recommendation that will unduly limit their efforts, but we believe that their attention should be drawn to the fact that engaged as they are in an industry which is dependent on the success of the agriculture of the province, it is to their interest to do nothing to prevent, nor to abstain from any effort which will lead to the settlement of this province by agriculturists living in accordance with the highest possible economic standards.

We urge, however, that in the granting of immigration agency licenses to any other persons, corporations or societies, the greatest care should be used to provide for this important activity being exercised only by agencies of unquestioned standing and responsibility, and that immigration and land settlement as a whole should not be regarded as a proper source of profit for those who might be tempted to exploit the newcomer or to create a class of discontented settlers in the province. It will be noted that we have specifically recommended against societies not capable of carrying on actual settlement being permitted to operate as immigration agencies. This does not reflect any opinion unfavourable to the good faith of these organisations, but is due to the fact that we believe that immigration should be primarily used as a method of obtaining more complete settlement on the lands of the province and should be more definite in objective in this regard than it has been in the past. Religious and similar organisations have an unique field of service in assisting in the assimilation of newcomers to our society and should be given every possible encouragement to operate in this field, rather than that of immigration and colonisation.

Considering next the class of immigrants that we believe should be encouraged to settle in the province we may first say that immigration should be regarded as less desirable than the settlement on the land of those now resident in Saskatchewan. We believe indeed that the first effort should be in the direction of relocation of settlers who have been in error placed on land unsuited for agriculture. Later we recommend a method of determining such cases and we suggest that this readjustment of unfortunate instances among existing settlers should be the first part of a settlement policy.

Next, in our opinion, come the comparatively large number of persons who, with some experience as settlers, have for reasons often beyond their control abandoned farms, migrated to the urban centres, and now regret the change. We advise concentration on the problem of how to obtain their relocation as agriculturists and have suggested that they be given first opportunity to utilize the remaining Crown land on easy terms.

We have next given consideration to the question of the migration of settlers from other provinces of the Dominion, but have concluded that no special efforts are necessary in this direction. There is a steady flow from east to west, and it is possible that this has already been carried on as far as is desirable, when it is remembered that the mere transfer of inhabitants from one part of Canada to another is not a net gain for the country as a whole.

As settlement has progressed in the West the special inducements to such migration tend to lessen in force, while exploration of the northern areas of the older provinces has revealed the existence of previously unknown areas of fertile soil, and of other resources capable of attracting large communities of non-agricultural workers. We draw attention to the figures in Appendix VIII showing clearly that this province no longer possesses reserves of potentially arable soil much in excess—proportionately—of those of the older provinces, while the great known

reserves of mineral and forest wealth admittedly exist in Eastern Canada and in British Columbia rather than on the prairies, rich as that area is in those respects.

A more reasonable effort in the direction of attracting native-born Canadians to a share in the future development of the wealth of this province would seem to lie in the possibility of inducing at least some of the Canadians at present residing in the United States to return to Canada. It will be seen that we have made specific recommendations in this case, and urge the most careful consideration of them, in view of the admitted fact that those born and reared in Canada are already equipped with training in Canadian modes of life, and automatically accept those standards of living which are the aim of all our social and economic plans.

In the matter of encouragement of immigration of settlers from Great Britain, we feel that no obstacle should be placed in the way of their free entry into the province, but that care should be taken on the contrary to extend to them such support as will aid them to achieve permanent success. It is, in our opinion, much to be desired that steps be taken to fit many more British-born to enter into our national life. We admit the apparent failure of some of the schemes so far tried for this conversion of city-bred people of Britain into capable Canadian farmers, but refuse to accept this as final. To take an excellent comparison, it is admitted that the plan of training men in Britain as farmers or farm labourers has not been successful, while on the other hand the method of assisted settlement known as the Three Thousand Family Scheme has in general been satisfactory, and has added a desirable group of settlers to our community.

On the other hand we must submit that the problem is not one to be settled in Canada, nor by Canada. There has been some tendency on the part of British visitors to discuss this question from the viewpoint of what Canada can do to assure success for the British settler. We must say plainly that we have sufficient difficulty in assuring the success of native Canadians, and that if our hopes are to be realized and a larger proportion of British-born are to come to Canada and obtain a reasonable measure of success and happiness, it will be because they sail from Britain imbued with the necessary willingness to accept the conditions of life as they are here, rather than because we have readjusted those conditions.

We point with regret to the figures we give showing the comparatively small areas still available for occupation, and while we hope for great extension northward, that is still but a hope. It will become increasingly difficult for the British immigrant to establish himself in Canada, and if there is any considerable body of public opinion in Britain which wishes to see migration increased, we urge on the leaders of this opinion a new attitude and full consideration of what can be done to equip British men and women in larger numbers to accomplish what so many have already done, and to come to Canada, mentally, morally and physically ready to accept the struggle for success under the conditions which obtain here.

It is for this reason that we have recommended that no obstacles should be placed in the way of the British Government in any plans that it may make for assistance to British settlers, although with this exception and that of assistance to returning Canadians, and approved boy settlement schemes, we have recommended against any system of state aid to incoming settlers.

Reference to Appendix III will show that a large non-British element exists in the present population of the province. The inhabitants of the province who are of British origin are always ready to pay tribute to the splendid citizenry contributed by many European countries and by the United States. Too many of our leaders in every line of effort are of such origin for anyone to attempt to decry the value of this element in our community. Too rapid increase in this direction, however, would place too great a stress on our educational system and other services by which newcomers are assimilated, and we have found throughout our studies, acceptance of the necessity of some slowing down of the immigration of non-English speaking people.

We attach great importance to the recommendation that arrangements should be made to obtain co-ordinated effort on the part of all religious bodies, service clubs, educational organisations, social service bodies and other public spirited citizens in the direction of exercising all the power of our society in gaining the good will and confidence of incoming settlers whether British or of other races. This effort should be regarded not as a vague attempt to demonstrate good feeling but as an important factor in guaranteeing the rapid and complete assimilation of newcomers into our social and economic system and as of the greatest and most practical value.

In view of the greater ease of absorbing into our social and economic system immigrants who are not yet of mature years, we are of the opinion that schemes for the immigration of boys of school leaving age and over should be permitted, but stress the importance of such complete safeguards as to avoid any possibility of mistreatment of juvenile settlers.

In considering the establishment of the machinery by which private corporations or other bodies may be controlled when acting as immigration and colonisation agencies, we have laid down certain principles which seem to us to be important. One provides that no such body may be licensed to operate until it has agreed to subject its entire operations, as far as they deal with the settlement on the land, to the regulations established by the Provincial Government.

These points may be described as those affecting the necessary governmental machinery and racial or national status of immigrants and we next consider the economic status that should be required to obtain admission to this province. While, as we have said, we have recommended in favour of increased agricultural population, we have not considered it advisable to recommend the admission of unmarried agricultural workers at the present moment, our intention being, however, that unmarried men who are the heads of families, as for

example, the eldest sons of widows, should not be considered as coming under this exclusion. We feel further that domestics should be admitted according to the actual requirements, especially of housewives on the farm. On the other hand, we believe that farmers at present in the province should be permitted to add to the workers on their land and have requested the admission of heads of families as nominated immigrants under certain conditions. We draw especial attention to the safeguards as to employment and numbers since we believe that no greater injustice could be committed than to add to our population large numbers of unskilled workers without capital, accompanied by their families, without ensuring their comfortable housing and their satisfactory employment. We have endeavoured to guard this point doubly by suggesting provision for suitable guarantees by way of an insurance fund, etc. Our recommendation that immigrants should pay a head tax is intended to provide the means for accumulating a fund from which grants can be made where necessary, to municipalities that find themselves charged with special charitable assistance to immigrant families. It is our intention in this suggestion to provide a fund for use only in those cases where the burden of charitable assistance should be considered as immediately the result of the recent entry of immigrants into our communities, and that the greatest care should be exercised in seeing that these funds are not disbursed in such a way as to imply that the Provincial Council of Immigration and Settlement, or such other body administering these funds, can be automatically regarded as ready and empowered to assist municipalities in the exercise of the ordinary functions of public relief in cases where settlers for some years in the community find it necessary to apply for public aid. We have in mind especially the question of hospitalisation in which case the necessary difficulty of establishing advanced public services in a community still not much beyond its pioneer stage of growth is already so great that it is not desirable for reasons of humanity and economic wisdom alike that the system should be unduly burdened by the needs of an incoming population, unable to provide in any important degree for the emergencies of illness or accident.

We believe that heads of families should be permitted to enter alone to be followed by their families where they satisfy the authorities that this will occur, and where the nominator offers guarantees to provide suitable housing accommodation within a year, which we consider a reasonable term within which to expect the immigrant to arrange for his family to join him. In addition, where nomination of the immigrant is made by an immigration agency we believe that a minimum capital of \$250 should be in the possession of the immigrant on his arrival in this province, although this provision should not apply in the case of bona fide nominations by established farmers.

We gave consideration to various types of land tenure as bearing on land settlement and believe that immigration agencies should be permitted to establish leasehold or partial payment purchase settlers on lands owned by them or the sale of which they control, with guarantees that the settlers shall not become public charges within a period of five years after admission, and on terms of sale or lease, supervision and

after-care, satisfactory to the Provincial Council of Immigration and Settlement. We recommend that where leases are made they should be for a minimum period of ten years.

It is not, of course, our intention to limit or prevent the entry into this province of any immigrant, married or unmarried, having the necessary capital to establish himself in agriculture or industry. Although we find it impossible exactly to define the minimum capital which should be required for agricultural settlement, estimates presented to us at hearings of the Commission range from \$1,000 to \$5,000. Control on these points must be flexible and rest in the hands of the Provincial Council of Immigration and Settlement. It is particularly to be remarked that we do not suggest a limitation of entry of trained specialists required in the establishment of industrial enterprises or technical institutes in the province. Beyond the limits here laid down, we recommend that no person be permitted to enter except by the specific permission of the Provincial Council of Immigration and Settlement through the province's representative on the proposed Federal Board of Commissioners, and that letters of admission, popularly known as "permits," previously issued by the Dominion Department of Immigration, should only be granted, in the case of immigrants destined for this province, after special approval in each case by the said representative.

The justification for the admission of settlers must, in our opinion, lie in the existence of land suitable for settlement which can be purchased or obtained by the settler on reasonable terms. We have in Appendix VIII carefully surveyed the arable area of the province in the light of present knowledge, and from this information and from data presented to us at our various hearings we are of the opinion that serious errors have occurred in the past in permitting the settlement of land that should not be considered arable. We recommend, therefore, a complete soil and economic survey of the province, directed first to delimiting the arable area of the remaining Crown lands and next to areas where it is believed that settlement has taken place on unsuitable land. We believe that this survey should be conducted by the authorities, through the College of Agriculture and the Departments of Economics and Farm Management of the University of Saskatchewan, as the subject is one with which this institution has already dealt with conspicuous success. We believe that such a survey should be used by the Provincial Council of Immigration and Settlement to determine the areas within which immigration and colonisation agencies should be permitted to sell or lease farms to immigrants and also to establish the suitable size of unit and the reasonable nature of the terms of sale or lease. We believe that homesteading should be discontinued and that the remaining Crown lands where shown by this survey to be immediately available for agriculture should be sold, preferably to residents of the province; as a second choice to other Canadians; thirdly to British settlers, and lastly to other immigrants, at a nominal price which should be varied as may seem advisable by the Provincial Council of Immigration and Settlement. We recommend the investigation of the "use lease" method of disposing of Crown lands and invite special attention to this as we believe that its application may in the case of land of

marginal quality be more successful than outright sale. This might be specially tested in the case of those Crown lands which the survey finds suitable for settlement but which require clearing, and we recommend that all such lands be cleared under Government auspices and the cost of such clearing included in the sale or lease price of such lands.

We have investigated the present system of lease of grazing lands to ranchers and consider that this is a sound practice which should be continued. In our investigations we learned of cases where small "islands" of agricultural land, surrounded by ranching lands had been opened for settlement. We recommend against this practice being continued, and suggest that efforts be made to transfer settlers from such lands to more suitable areas and to permit of the inclusion of these "islands" of good soil in the lease of the surrounding ranch lands, as they possess a special economic value as feed lots and for the production of crops for breeding stock far in excess of their value as lands for settlement purposes.

In such cases the proportion of these lands included in a lease should affect the lease price of the ranching land.

In addition to this suggestion of transfer of settlers we believe that the soil and economic survey will show other cases where settlers are on lands unsuited for agriculture, and in those cases we recommend steps to compensate them reasonably, and to transfer them to Crown lands or to induce immigration and colonisation agencies to place them on suitable lands controlled by them. This compensation might take the form of a grant of Crown land. We realise the difficulties involved, but believe that every effort should be made to accomplish this.

In addition we advise that immigration agencies, railways, land and mortgage companies and any other persons or corporations who may be mortgagees or owners of lands, should be invited to give attention to the condition of the settlers on all their lands; and to consult the soil survey authorities whom we propose should be established, and if advised by them that settlement has taken place on unsuitable land, with the consent of the settler and the approval of the Government, arrange for the transfer of these settlers to Crown or other more suitable lands owned by the mortgagee or lessor. A similar subject is that of the case of settlers on partial payment purchase terms who, although located on land suitable for agriculture, have, over a period of years, failed, with reasonable effort on their part, to attain economic safety. We believe that in such cases mortgagees would be well advised to discuss with the Government the possibility of conversion of such sales to long term leases, with the consent of the settler. We have also considered the case of the farmer who, being a mortgagor, has had his economic position so impaired by a cycle of bad seasons as to be in danger of losing the fruits of many years of intelligent effort, and we have no hesitation in recommending that he be given security of tenure in such cases, on application to the Government and approval by competent authority, by automatic extension of the terms of his mortgage or other instrument of obligation, and we suggest the provision of statutory power to enable the Government to force this action where necessary in its judgment.

It will be noted that we have dealt almost wholly with agricultural immigration and land settlement and here express the opinion that it is not necessary at the present time to stimulate non-agricultural immigration, nor to permit it indeed, with certain noted exceptions. In Appendix II we have dealt with the relation between rural and urban population and have discussed that problem earlier in this report. In Appendix VII we review the non-agricultural resources of the province and conclude that these are ample to encourage the normal development of the non-agricultural population of the province and the growth of urban communities. We wish to draw special attention to the importance of basing the industrial life of the province as much as possible on its agricultural production.

A special feature listed under General Recommendations is our suggestion that all lands carrying merchantable growths of timber be withdrawn from settlement and be administered as forestry lands, and we believe this is advisable even where the land when cleared would be agriculturally useful. We believe that this might be extended to include areas which should be retained as safeguards to protect forest areas from the fires which frequently take place where settlement occurs, and we recommend the afforestation of lands adjoining timber limits where such lands are unsuitable either in character or area for settlement purposes. Consideration might be given to framing this policy in such a fashion as to provide for setting aside at least a portion of the revenue derived from the sale of forest resources for the purpose of ultimately stumping and breaking cut-over lands prior to their sale for agricultural purposes; but the experience of other areas does not make it appear probable that the funds so obtained will be more than sufficient to provide for intelligent forest administration, provision for reforestation and some necessary contribution to the general expenses of the province.

In our hearings at Hudson Bay Junction (cf. vol. 10) much stress was laid on problems concerning the economic utilisation of pulpwood. While it is not within the scope of the report to make recommendations concerning plans for the development of natural resources except insofar as they directly affect immigration and land settlement, we have ventured to recommend consideration of the establishing, either by the Government or otherwise, of a pulp mill in order to provide a ready and accessible market for the pulpwood of settlers in the district mentioned. This recommendation is necessarily tentative, since it is not, in our opinion, a matter directly affecting land settlement, that a pulp mill should be established, but the tenor of the evidence was such as to lead us to believe that some means should be provided for correcting the marketing difficulties of settlers owning pulpwood.

It will be noted that we have also dealt with suggestions concerning the naturalisation of immigrants, and we believe that our recommendations on this point are important. In this connection we lay stress on the importance of impressing on the immigrant the value of Canadian nationality and therefore specifically recommend that the issue of certificates of naturalisation should take place at special sessions of the

proper courts held at stated places, if possible on Dominion Day. It is, of course, not our intention in recommending these alterations in *The Naturalisation Act*, to convey that we suggest any limitation of the present restrictions laid on naturalisation, or of the term of residence required to obtain this privilege.

In conclusion, your Commission begs to draw attention to the complexity of the problems which we have discussed and to point out that our recommendations necessarily provide for the greatest possible flexibility in order that the development of the resources of the province shall continue steadily and unchecked, while so controlling immigration as to prevent the influx of settlers being so rapid as possibly to defeat its own purpose, by creating unfavourable economic or social conditions in the province, and thus rendering it less desirable as a place of residence. It is for this reason that we have carefully avoided too precise, rigid or specific definitions, believing that the general policies laid down may be safely adopted and successfully interpreted by the proposed Council of Immigration and other public authorities, and in submitting this report your Commission desires to express its hope that its labours will terminate in contributing information and advice of value to those charged with the establishment in this province of a society based on sound economic and social foundations.

W. W. SWANSON, *Chairman.*
P. H. SHELTON, *Vice-Chairman.*
T. JOHNSTON.
G. C. NEFF.
A. R. REUSCH.

Foreword to the Appendices

INCLUDING A NOTE ON DISPOSITION OF PUBLIC LANDS AND THE USE LEASE
IN RELATION TO SETTLEMENT.

In the following Appendices an attempt is made to survey the entire economic field in Saskatchewan from the standpoint of immigration and settlement. Our natural resources now having come under provincial control, it is desirable to emphasise certain economic and social factors that are important in formulating a sound settlement policy. It is realised that the development of pioneer districts presents problems of the first magnitude. Their solution will demand the careful attention of the Government, as well as the study of technical experts in its several departments of administration. The Commission has reached certain conclusions in the course of its investigations, which may prove useful in laying the foundations of this important work.

In the following pages we give specific reasons for the success or failure of land settlement policies. These reasons are to be found chiefly in the manner in which the principles of land economics have been applied. It is imperative, therefore, not only to understand these principles, but to apply them to discoverable facts. The test by which settlement policies are justified is whether or not they raise the social standards of the community and enrich the complex of human relationships arising from land utilisation.

We draw attention to the need of selecting and classifying the lands to be settled; of selecting the types of settlers to be established; of choosing the farm for the individual settler; of determining the size of the farm in the district being opened up; of devising methods for financing farmers in pioneer areas; of selecting uniform types of stock, if possible tested for bovine tuberculousis; and, above all, of

NOTE. The following, among others, have proved helpful sources of references in carrying on our studies:

1. Usher. *Soil Fertility, Soil Exhaustion and their Historical Significance*. *Quarterly Journal of Economics*, May, 1924.
2. Ely, Hess and Others. *Foundations of National Prosperity*.
3. G. O. Smith. *The Classification of Public Lands*, United States Geological Survey Bulletin 537.
4. J. R. Smith. *The World's Food Resources*.
5. *Year Books*, United States Department of Agriculture.
6. Mead. *Helping Men Own Farms*.
7. Speck. *A Stake in the Land*.
8. *Soil Surveys*, The University of Saskatchewan.
9. *Economic Surveys*, Department of Farm Management, University of Saskatchewan.
10. *Reports of the Department of Agriculture*, Regina.
11. *Reports of the Department of Agriculture*, Ottawa.
12. *Bulletins of the Bureau of Statistics*, Ottawa.
13. *Bulletins of the Bureau of Agricultural Economics*, Washington.
14. *Many Reports of the Agricultural Experiment Stations*, United States.
15. *Reports of the Departments of Agriculture*, published by the several provinces of Canada.

planning the entire settlement along the lines that will assure the most favorable conditions for financial and agricultural success.

We conclude that public policies must be so framed as to protect the interests of settlers placed either under private or government auspices. We are convinced that remedies for agricultural distress, essential as these may be, are not as important as the prevention of that distress. We have found that human and material loss follows upon undirected and haphazard settlement.

We conclude, also, that the conservation of the resources of the soil is related to the problems of ownership and tenancy. As ownership is based on the possession of rights, we realize that these may be modified from time to time to conform with the requirements of society. A wise colonisation plan will not neglect to consider the proper proportion that should exist between ownership and the different types of tenancy. Under either form of land utilisation the ends to be sought are balanced production, conservation of land resources, and the steady improvement of the amenities of life. Social controls will be necessary to direct the flow of immigration, to provide education, transportation and other facilities, and to keep taxation within the capacity of settlers to carry the burden.

We consider that the possibilities of tenancy should be explored in the pioneer areas. We do so for many reasons. Some tenants will never be able to manage a farm on their own account, but may make excellent progress under proper supervision. Then, again, a considerable number of our most progressive farmers first accumulated capital and experience before purchasing land. Many young farmers especially might profitably use tenancy as a road to ownership. Still others, by means of the "use lease," as in Australia and New Zealand, may improve their economic status.

Very little has been done as yet in Saskatchewan to investigate landlord and tenant relations. It may be affirmed that short-term leases are not in general desirable, although they respond more readily to price and other changes. Yet they tend to impair, if not actually to destroy, the agricultural resources of the province. Under the short-term lease neither the tenant nor the landlord will improve the property. Unexhausted improvements should be paid for at the termination of a lease, as under British law. Yet there is no inherent defect in the leasing system. It has a rightful place in any comprehensive system of land tenure, when it is related to good business and farming practice.

We suggest that public lands should be opened up in blocks, constituting not more than a municipal area at one time, to assure sufficient population to warrant expenditure for necessary social services.

We have recommended that public lands be sold for cash, or rented under the use lease. It seems advisable also to provide for five-year leases, with option of purchase after that time.

In the case of lands immediately available for settlement, the sale or lease price of the land should be determined by an evaluation of the land for agricultural purposes.

Where lands require to be cleared the government should clear and break a minimum of forty acres on each unit, the cost of which should be added to the sale or lease price. In addition, suitable buildings should be erected and a water supply provided. The work should be done, if possible, by unemployed labour. In that case we suggest that part of the cost be charged to "relief," since if manual labour is employed the cost would likely be higher than if power machinery were used.

As the "use lease" is new to Canada a note may be added by way of explanation. Those desiring to study the question further may consult the *Australian Year Book*, volume 6, or the *Crown Lands Guide of New Zealand*, April, 1930. Both Australia and New Zealand have made a considerable application of the "use lease" in their settlement programmes, but we shall confine ourselves to developments in the latter country.

New Zealand had passed through a desperate economic crisis, due in part to a land system which had permitted the emergence of large landholdings. These employed little labour, or capital, in the form of stock and equipment. In an effort to broaden the field of employment, the government imposed heavy schedules of taxation on the larger estates with the object of acquiring them by purchase. These lands were gradually surrendered under pressure. Along with the remaining Crown properties they were thrown open to settlement under various conditions. A considerable number anxious to take up land had little or no capital; and to provide for such settlers the government, in 1891, devised and applied the use lease. This contract had a life of 999 years and called upon the settler to pay an annual rental to the state equal to four per cent of the estimated value of the property. There was no provision for revaluation. The contract also carried with it the power of sale, mortgaging, sub-leasing, or its disposition by will. Allotments were limited to 640 acres of land of the first grade, or 2,000 acres of the second quality. Those signing the contract pledged themselves to undertake certain improvements, and to become bona fide residents on the land. This type of contract made a powerful appeal to the less wealthy elements in the population; but it should be added that freehold tenure remains the most prevalent and widely accepted form of landholding, not only in New Zealand, but also in Australia, today.

These wide-open contracts have subsequently been greatly modified. The rent remains four per cent. of the capital value, but the limit of holding has been extended to 5,000 acres. The term of the lease is for sixty-six years, with a perpetual right of renewal for further similar terms. The lessee is liable for all rates, taxes and assessments. Careful provision is made for transfers of leases, mortgages, surrenders, residence requirements and improvements. Residence must begin within four years, in the case of bush or swamp land, and within the year on open land, and must be continuous thereafter for a period of ten years. Certain exceptions are made for young farmers who are residing in the district with their parents or near relatives. When

leases are renewed at the end of any period, the property is revalued for rental purposes.

The settler must, within one year of the date of his lease, make substantial improvements equal to ten per cent. of the price of the land; within two years, an additional amount, and within six years another ten per cent. In addition to these improvements, he must, within six years from the date of his lease, place improvements of a permanent character on his land equal to one pound per acre for first class, ten shillings for second class, and two shillings and sixpence for third class land.

When the farmer has complied with all provisions of his lease he may, at any time during its currency, acquire in fee simple the whole or part of the land, either for cash or deferred payments. If the land is taken over by the state in the public interest, as mineral or other property, the tenant is entitled to compensation for permanent improvements.

We leave to the Provincial Council on Immigration and Settlement, when established, the working out of the necessary details in introducing the "use lease" in its settlement programme. We recognise that there are many factors that must be considered in its application—the possible uses of the land, its location, climatic conditions, soil characteristics, and the social development of the district. While caution must be observed, this type of tenure, nevertheless, affords the possibility of great direction and control, and we believe for that and other reasons the experiment is well worth undertaking.

Appendix I

SURVEY OF IMMIGRATION AND LAND SETTLEMENT.

The history of Canada might be written in terms of its immigration. In any fundamental sense our civilisation is a projection of the European, modified by the geographical environment. The history of Canada begins with the period of discovery and settlement; and in its most vital aspects immigration and settlement have remained the controlling factors shaping our national destiny. It would be foreign to the scope of our inquiry to attempt to pass even in brief review the entire story of immigration to the Dominion; but as an essential preliminary to the understanding of western development in its social and economic aspects, a brief account may be given of the trends of settlement from the earliest years.

It is a matter of common knowledge that the French and English elements co-operated, while disputing over constitutional practice, in laying the foundations of the nation. It is important to observe that from the first the history of Canada has given rise to problems of settlement, which in turn have created social and political questions of immense difficulty. From the beginning the newcomers furnished the discordant elements in the population, causing friction and unrest in every settlement from the St. Lawrence to the western frontier. At first this took the form of conflict between the French majority and the steadily growing and aggressive English minority, the latter of whom carried into Canada the traditions of New England democracy and sought to impose New England constitutional practice on the French social and political pattern. It is well to bear this in mind in view of what appear to be, at times, formidable problems confronting the English-speaking majority of the western plains in maintaining British constitutional ideals and the traditions of the race.

As early as 1792 the French population of Lower Canada was supplemented by an increasing flow of English-speaking settlers in Upper Canada, directed by the driving force of Simcoe, who had an abiding faith that the Loyalists who had left the United States for Canada would play a great role in nation building. Simcoe planted the new settlements around detachments of troops, using these as the nuclei of settlement, as well as relying upon immigration from the republic. He was a nation builder in the old Roman sense, adding military roads and bridges, as well as giving attention to political and social problems. During the five years of the Simcoe regime there were added some 30,000 settlers, consisting of German Mennonites, Quakers from Pennsylvania, some Loyalists from Nova Scotia, and even immigrants from the British Isles as well as other types from the United States. At the outbreak of war in 1812 the total population of Upper Canada was about 90,000, and consisted not only of Loyalists

but also Glengarry Highlanders, Mennonites and some French Canadians along the Detroit river. The British and American settlers constituted one of the rather sharply defined population groups in the province. Despite the influx of foreign racial types, however, the province was predominantly British in its outlook, and in its economic and social affairs differed but little from corresponding settlements in the United States.

It was not long, however, before acute questions of land settlement and land policy arose to divide the people. The Family Compact group managed to secure the most attractive lands at the disposal of the government. Among the authorities there was a feeling of distrust for certain of the newcomers, especially for those who had emigrated from the United States, and who appeared from the official viewpoint to be infected with the virus of democracy. It is significant that even at that early time, when there were vast reserves of lands in proportion to population, that a bad land policy not only slowed down, but actually worked against the economic development of the country. This land policy left great tracts of unoccupied lands in settled areas. In opening up the prairies in later years a similar development became one of the greatest grievances of the people. We might also notice that because of the suspicious attitude of the government to settlers from the United States, the programme of settlement was reversed, and for some time no effort was made to attract settlers from the republic.

If limits of space permitted, it would be instructive to examine the settlement work begun by Robert Gourlay, in 1817. He was a Scotch university man with a passion for social and economic reform. He was, along with John Galt, a prototype of the late Sir Clifford Sifton, who later initiated and developed the great programme of immigration and settlement in the West. Gourlay was able to secure large land holdings and did much to stimulate immigration from Great Britain to Canada. He appears to have been one of the first to make a realistic study of opportunities for settlement and development, issuing a questionnaire to officials in various townships, in which he solicited their opinions as to the best possible method of developing their several districts. His work was a little later supplemented by that of the Canada Company, sponsored by John Galt.

As a result of these and other efforts, within ten years after the close of the war of 1812, the population of British North America had reached 900,000; and by 1830 it stood at approximately 1,400,000. At the time of the union, Upper and Lower Canada alone had a population in excess of 1,000,000. From 1841 to 1851 the population of Upper Canada virtually doubled, and by 1861 the province had about 1,396,000 inhabitants. In the census of 1861 Lower Canada was shown to have a population of 1,111,566. This increase was due largely to immigration from the British Isles and the United States.

Arrivals at Quebec, the chief port of entry, mounted steadily as the years went by. From 1832 on, about two-thirds of the immigrants hailed from Ireland. Late in the decade 1840-50 a great exodus from Ireland took place, in which many of its native sons left to settle in

the New World. Many of these immigrants used Canada as a halfway station to the United States. During the decade 1830-40 about ten per cent. of the total immigration to Canada was Scotch, while about twenty-three per cent. was English. By far the greater number of these immigrants were labourers without capital, who were obliged to seek employment in order to accumulate sufficient funds to move out to the frontier and take up land on their own account. Even at that period, and up to 1850, Canadian leaders were distressed to find that large numbers of the most desirable immigrants had either no intention of remaining in Canada, or quickly left Canada to go to the United States. Thus we find early in our history that the United States acted as a lodestone, drawing population from this country. It continued to do so, in those recurrent periods of phenomenal development through which the Republic passed during the nineteenth century. The American development was much more rapid and diversified than that of Canada, which gave wider scope to those immigrants who could not afford to wait and grow with the more conservative development of this country. The lack of fluid capital in Canada was a great handicap, and the development of the country rested in large measure upon the obtaining of capital from Great Britain and the United States. Moreover, the political unrest in Canada, culminating in the outbreak of 1837, caused a heavy migration to the American northwest, which was then being opened up for settlement.

If Canada had been able to maintain the ratio of increase in her population which she enjoyed in the decade 1820-30, the population of the country by 1881 would have been upwards of 16,000,000. Actually the population had grown at that time to only 4,500,000. Between 1820 and 1881 there were periods of rapid immigration increase and of sudden decline, the population responding not only to the economic conditions of our own country, but to the rise and fall of economic opportunity in the United States. In passing we may notice also that the British Government, for a time, planned to use Canada for the disposal of its undesirables and paupers. The country, however, protested, and with good effect, against state-aided export of the lower orders of British society to furnish settlers for her virgin soil.

The remarkable influx of Irish immigration, which reached its peak late in the period 1840-50, caused a glut in the unskilled labour market. To take care of this, temporary employment was provided by the artificial stimulation of public works; but this afforded no great relief. It is impossible, and perhaps unnecessary, to tell the story of the distress and misery of these starving immigrants who flooded the Canadian labour market. Our industrial development was too slow to afford facilities for the sudden absorption of so large an addition to the population. Even in those years many Canadians seriously questioned the advantages of immigration, especially of undirected immigration without the necessary controls. Some, on the contrary, maintained that such periods of unemployment and over-immigration were only temporary; but sufficient time has elapsed since to demonstrate the futility of pouring people into the country without first providing a

well considered plan for their profitable employment. A little later the stream of immigration was diverted to the West, and many thousands of Irish and Scotch settlers helped to extend the Canadian frontier to the far limits of that time.

We can do no more than touch upon development in settlement in Eastern Canada, as our main concern is with the situation in Saskatchewan. We may now observe that the first settlements in Saskatchewan were offshoots from the Red River colony, established by the Earl of Selkirk in the year 1812. The Selkirk settlement is a story in itself, the fascination and interest of which remain to this day. For our purposes it must suffice to say that in the 16,493 square miles transferred to Selkirk by the Hudson's Bay Company, a large part of what is now south-eastern Saskatchewan was included. At that time, and from 1811 to 1850, in all that immense territory beyond Fort Garry to the west as far as the foothills of the Rockies, the chief trading posts formed the nuclei of small villages; but there was no settlement beyond Portage la Prairie. Nevertheless, the nature of the country was becoming better understood through the activities of the fur traders and explorers. In 1845 Kane undertook his remarkable journey of four years' duration through the West, and left a record of his researches and studies in his journal which has proved of permanent value. Between 1857 and 1867 Captain Palliser made important exploratory researches on instructions from the Imperial Government, in which he covered the country stretching from Lake Superior to British Columbia. Perhaps the most important work on the resources of the West, however, was undertaken at this period by Mr. James W. Taylor, the American agent at Fort Garry.

The first settlements in Saskatchewan were composed of half-breeds and were located at Prince Albert, Batoche and Wood Mountain (Willow Bunch). As is well known the dwellers of the plains lived by hunting and trading, for agriculture had scarcely as yet begun. We must pass over the years 1870-1880, noting briefly that no development of an agricultural character took place on any considerable scale. The year 1883 stands out as the end of two or three years of wild speculation, during which many persons came to the West, not to farm, but to speculate. Hamlets and small towns sprang up everywhere, but the collapse of the incipient boom caused widespread disappointment and much loss.

Following the construction of the Canadian Pacific Railway, development was rapid. The "mile belt" was thrown open for settlement under specified terms, and the Regina Reserve was also opened for settlement by the sale of land under favorable conditions. On January 1, 1882, certain land regulations came into force which controlled the operations of colonisation companies for a number of years.

It seems necessary to give a résumé of the conditions under which lands were granted to colonisation associations, because of the importance of this development in the settlement of the West. In brief, any company satisfying the government of its good faith and financial stability, might obtain tracts of land north of the main line of the Canadian Pacific Railway, if not within twenty-four miles of that

road or its branches, nor within twelve miles of any projected railway line. The even numbered sections were retained for homestead and pre-emption purposes; the odd numbered sections might become the property of the company at a price of \$2.00 per acre payable in instalments. The company was also to pay five cents per acre for the survey of the land. In turn, the government required it to colonise its reserve within five years by placing two settlers on each odd numbered section and also two settlers on each of the homestead sections. On the completion of these obligations the company was to be allowed a rebate of \$120 for each bona fide settler. On the expiration of the five year period, and on the completion of all the conditions of the contract, further rebates were to be made which would reduce the purchase price to one dollar per acre. On the other hand, if the terms were not met, the company was to forfeit \$160 for each settler that it failed to place upon the land. Under a second plan provision was made for the encouragement of the settlement of those desiring to cultivate larger farms than could be obtained where two settlers were to be located on each section. In this case, the company was called upon to bind itself to place only 128 settlers in each township.

Unfortunately no thorough study, as far as we are aware, has ever been attempted in connection with the many colonisation societies that sprouted like mushrooms in every direction after 1882, and which, indeed, continued their activities for many years. It suffices to say that on the whole they were poorly conceived, developed without reference to underlying economic realities, and that they caused, consequently, heavy loss of capital as well as waste of human material. It must be admitted that some of these colonisation enterprises did honestly proceed with the task of settling their holdings, and spent large sums in promoting immigration. In addition, they broadcast general information about the West, perhaps painting its opportunities in too glowing colours. They also established mills, built roads, constructed bridges, opened up stage lines and undertook many other enterprises. They were instrumental in bringing into the country a considerable number of immigrants, but a large percentage of these sought homesteads elsewhere, or purchased lands from the Canadian Pacific Railway. It was necessary to make certain readjustments in the terms of their contracts. Final settlement was arrived at between 1884 and 1891, during which period most of the companies were dissolved. We may add that upon the 2,842,742 acres originally set apart as reserves for these companies, 1,234 settlers were placed. Before the final settlement the companies had sold approximately 1,500,000 acres, and in cash payments or rebates had to their credit with the government \$1,250,000. When the contracts were cancelled the companies became the proprietors of land in some of the best districts to the amount of 438,208 acres, and held scrip to the value of \$375,518. In the opinion of competent students the general result of this disastrous fiasco in colonisation was to place, without any public compensating advantages, certain eastern speculators in possession of vast blocks of arable land which, with the passing of time, and especially with progress in settlement, became very valuable.

Canada followed the general practice of the United States in opening up its virgin areas by making land grants to the railways. It is easy to criticise this policy; but, as far as the Dominion is concerned, it must be admitted that essential development could not otherwise have taken place. The financial resources at our command were too meagre. Nevertheless, very large blocks of land extending along their right-of-way were secured by various railways. Those lines, in later years, were consolidated with the Canadian Pacific and Canadian National Railways. For example, the Alberta Railway & Coal Company earned land grants exceeding 1,100,000 acres. On the Souris branch alone the Canadian Pacific Railway earned over 1,400,000 acres, and the Manitoba Northwest Railway was granted over 1,800,000 acres. Thus, up to 1896, Parliament had granted to railway companies in some of the best sections of Manitoba and the North-West Territories some 30,569,354 acres. The extent of these grants may be more vividly realised if we state that the population supported by them would amount to 955,000 persons, on a basis of settlement of five persons to the quarter section. Without going into the matter in detail, it may be reasonably argued that the direct and subsidiary aids to settlement, and the operations of the railways in opening up the country, have proved compensating advantages of the highest value.

Even in those early years the boldest types of experiments in utilising the agricultural resources of Saskatchewan were attempted. Among these, and of more than passing interest, was the effort to establish a number of gigantic farming enterprises, financed chiefly by British capital. In many respects these experiments are prototypes of the socialist farm of present-day Soviet Russia, tools taking the place of tractors and other power machinery. Major W. R. Bell, of Winnipeg, in the early 'eighties, secured the support of British capital in launching the Qu'Appelle Valley Farming Company, which secured large areas of land at Indian Head, Qu'Appelle, Balgonie and other points in southern Saskatchewan. Much of the land was purchased from the Canadian Pacific Railway and the Hudson's Bay Company at \$1.00 per acre. Altogether, the company secured 50,000 acres of land, and this in one of the best agricultural tracts in North America. This virgin territory was entirely unsettled except for the presence of a few squatters. In a general way the plans were based upon those used previously by the great wheat kings of the Dakotas and Minnesota, with the addition of various novel features. Among these was an arrangement by which the settlers immediately became working shareholders in the company, and were guaranteed a large percentage of the product of the joint enterprise.

So great was the enthusiasm for the scheme that even before the prospectus was completed and published, every syndicated share had been subscribed and the stock went to a high premium. In the report presented in January, 1884, by the president, Dewdney, it was stated that during the summer and autumn of 1882, when active operations commenced, 2,700 acres of land had been broken. The land so seeded yielded an average of twenty bushels to the acre. By 1884, about 6,000 acres were under crop. In 1883, a 30,000 bushel granary was built,

together with two large barrack cottages for the accommodation of the workers. In addition, buildings for the storage of implements, a blacksmith shop, a horse infirmary and twenty-two cottages with their out-buildings were constructed. The scheme involved the fencing, bridging and beautification of the property on an ambitious scale. During the first two years of its history the company spent upwards of \$250,000. One feature we wish to emphasise is that in this early experiment in mass farming, every effort was made to introduce co-operative methods, and to hold expenses to a minimum. It must be understood that the project combined individual proprietorship with social and co-operative features. This immense area was broken up into individual farms. As a whole the area was farmed on a three year rotation basis, two-thirds being cropped each year and one-third summerfallowed. Unfortunately, the idealism of the movement was smothered by the extravagance, bad business methods and haphazard management of those in control. The net result may be summed up in a few words. The capital invested evaporated; the holders of the larger farms were left land poor and were forced to dispose of their holdings, and the organisation disintegrated into its many constituent parts.

We must yield some space to trace briefly the history of the Sir John Lister Kaye farms, because of the lessons it affords. Sir John Lister Kaye first secured possession of some six sections at Balgonie, commencing to farm these in 1885 in association with Lord Queensberry and others. In 1888 he formed the Canadian Agricultural Coal & Colonisation Company, Limited, which took over the Balgonie farm and established nine others. These were situated at Swift Current, Rush Lake, Gull Lake, Crane Lake, Kincorth, Dunmore, Stair, Bantry and Namako. These farms averaged thirty-six square miles. The outcome was what might have been expected from a plan conceived on a pattern foreign to the economic conditions existing in the West. The capital was squandered by bad management; by over-investment in buildings, stock and implements, and by a lack of knowledge of prairie conditions. In fairness it should be added that the company was directed by a board in England, the character of the whole undertaking being revealed when one learns that the majority of the directors had never even seen the West. Eventually the lands were sold, part of them coming into the possession of the Canada Land & Ranch Company. This latter organisation was fortunate in having its management composed of practical business men, and it therefore, for a time, made money.

It is beyond our province to trace the history of other experiments of a like nature, some of which were quite extensive and were centred in the south-eastern part of the province. As far as the three western provinces are concerned little or no success has been achieved in farming on this scale. We still have a large number of comparatively big farms, many of which show excellent and even exceptional results, but all of them have the benefit of individual ownership and management. We are here leaving out of consideration those important farms managed by the implement companies, but these are rather of the demonstration type and have been organised for this purpose.

In another place in this report we deal with the more modern aspect of the great farm problem, especially those farms that have been consolidated to obtain the benefits of superior management.

In 1883 Lady Gordon Cathcart sent out a number of crofters from her estates in Scotland. These settled in what became known as the Benbecula settlement, south-west of Moosomin. Some of these crofters met with considerable success, thus encouraging a scheme for settling a larger body in the West. In 1885 about one hundred new families came to the country and were located in the district south of Moosomin, Wapella and Red Jacket, while later in 1889 another settlement was founded at Saltecoats. These crofters were obliged to revise all their ideas of farming, and consequently had a hard battle to win before adapting themselves to the conditions of agriculture in a new country. Unfortunately, loans were advanced to these immigrants, ranging from \$500 to \$600, which they spent without the necessary supervision, especially upon machinery. As a consequence, many of the first settlers abandoned their homesteads, because of the losses incurred; but a considerable number who held tenaciously to their lands ultimately achieved success.

In addition to the crofter colonies, English colonies under various financial arrangements were established south of Moosomin, projected by Major-General Sir Francis De Winton and other prominent citizens of London. The Church Colonisation Land Society, and various other like bodies, have assisted immigration movements in more or less degree. In 1901 the Barr Colony came out under the leadership of the Rev. I. M. Barr, and was established in the north-western part of the province, over an area extending from Battleford to Lloydminster. The details of this experiment will not be examined here. It suffices to say that many of these settlers prospered and are numbered among the most progressive in the province; but the theoretical plans of settlement prepared in England had to be abandoned.

The most significant date in western immigration history is 1896, when Clifford Sifton, of Manitoba, entered the Dominion cabinet as Minister of the Interior. He was a man of immense energy and driving power, with the ability to devise plans and carry them to completion. No doubt his plans were not as carefully organised as they should have been, but in any event with their application a new spirit was infused into the department and the men responsible for carrying out immigration policy. The immigration statutes were radically revised, as well as the land laws of the Dominion. Altogether some 32,000,000 acres of land had been granted to the railroads, as has already been stated; but in 1896 the Government abandoned the practice of making land grants, and in lieu thereof supported the railroads with cash subsidies and bond guarantees. Homestead regulations, which had been passed by the Conservative administration, were continued, but the process of securing homesteads was simplified. As a result, between 1900 and 1906 the number of homestead claims filed increased over 500 per cent. A vast migration service was organised to impress Europe and the United States with the potentialities of the West. There followed a

very rapid increase in immigration. As part of the general immigration policy, also, experimental stations were set up, agricultural bulletins issued, and farm exhibits and other devices used to stimulate western agriculture. When enthusiasm for the new immigration policy was at its height, Sir Wilfrid Laurier expressed the conviction that "the twentieth century belongs to Canada." At the time this seemed far from extravagant, as the West was expanding daily under the government land policy, and the propaganda carried on by the federal and provincial authorities, as well as by railroads and steamship lines. The flow of immigrants from the United States increased from 700 in 1897 to 100,000 in 1911, while immigration from Great Britain doubled in the short space of a decade. In this period the total immigration to Canada passed the 2,000,000 mark; and during this period the loss by emigration was relatively small. The alarming loss of Canadians to the republic declined, and from 1900 to 1910 it is significant that the number of native born Canadians in the United States increased by only 11,000. Between the years 1897 and 1912, 961,000 immigrants arrived from Great Britain and 784,000 from the United States. Under the Sifton policy Canada grew as fast from 1900 to 1910 as she had in the preceding three decades. The population of the Dominion increased from 4,833,239 in 1891 to 5,371,315 in 1901, and by 1911 it had reached 7,204,838.

This torrent of immigration was artificially stimulated, but, in part supported also by the amazing economic expansion of the country, particularly in the West. Every sort of device was used to excite interest in the real or alleged opportunities available to the immigrant; circulars, exhibits, special agents, advertisements, etc. Among the newcomers were large numbers of Icelanders, Russians and German Mennonites, as well as "Spirit Wrestlers" like the Doukhobors from Russia, and Scotch crofters, Italians, Germans from Austria, Scandinavians and various others. Not less than fifty national and racial groups were represented in this inflow, but the country was not concerned with the problem of assimilation which was to become so acute in future years. It was considered that social safety would be found in balancing these several groups, the one against the other. By 1911 there were approximately 160,000 settlers of continental origin in Saskatchewan. These had been secured largely by the efforts of the North Atlantic Trading Company, through an agreement with the Canadian Government entered into in 1899. Under this agreement the company obligated itself to spend not less than \$15,000 annually to secure immigrants from Holland, Denmark, Germany, North and West Russia, Austria-Hungary and Luxembourg, as well as Norway, Sweden, Finland and Switzerland. Under this arrangement the company was to be paid £1 for each farmer or domestic settled in Canada. In 1904 the contract was renewed for ten years, subject to cancellation on a breach of its terms.

The operations of the company were shrouded in mystery, because of European hostility to immigration propaganda. Consequently no one knew, outside of government circles, who the officials of the company were. It naturally followed that subsidies lent themselves

to manipulation and the company fell into 'disfavour. It was alleged that payments were made for immigrants who came to Canada under other auspices. Also there was a growing resentment against uncontrolled immigration from Eastern Europe. Consequently the government cancelled the contract in 1906. In the seven years during which this company had operated it received immense sums from the government. It should be added that this has been Canada's only attempt deliberately to farm out immigration propaganda and selection.

As early as 1903 the opinion had already been expressed that the West should be held for the native born, rather than for European or American settlers. In that year the Canadian Nationalist League was formed by a group of Montreal citizens under the leadership of Oliver Asselin. In addition to agitating against the foreign born, it sponsored conservation of natural resources and the nationalisation of railroads.

The period 1896-1910 fulfilled the expectations which had been cherished by the advocates of Confederation in the early 'sixties. After many disappointing and troubled years the Dominion suddenly leaped to greatness as a powerful and prosperous nation rapidly expanding from sea to sea. With the growing population, metropolitan centres at Montreal, Toronto, Winnipeg and Vancouver developed and kept pace with the remarkable agricultural expansion of the prairie provinces. Manufacturing, trade and commerce, as well as transportation, advanced at accelerated speed, and the regions beyond the Great Lakes were becoming the site of prosperous homesteads. Thus, despite the trials and disappointments of 1867-1890, the foundations for a great nation were being surely, if painfully, laid. By trial and error, from the year 1881 on to the great expansion of immigration, the settlers of the West were learning how to combat the dangers of a pioneer agriculture. During these testing times also the West was learning how to meet the counter-attractions of American territories like Minnesota and the Dakotas; so that in the end the exodus from the plains was lost in the mighty army of American settlers that advanced northward into Saskatchewan.

In addition to all these attempts to build agriculture on the plains, the government had the aid of the railways, which carried on educational campaigns in Great Britain and on the continent, as well as in the United States. The Canadian Pacific, perhaps, has done most in this direction. Aside from the above, it has furnished ready-made farms with house, barn and a certain percentage of the acreage broken, these to be purchased by settlers on the instalment plan. As is well known the Hudson's Bay Company has also done invaluable work in this and other directions. It is not necessary to enter into any study of the activities of these great corporations at this point, as they are dealt with elsewhere. By 1912 approximately 50,000,000 acres of land in the West had been enclosed or claimed for use, leaving great areas yet to be brought under the plow.

During the war, immigration to Canada virtually ceased; but it was expected that after the close of hostilities there would be a great

influx of newcomers from the stricken countries of Europe. However, while immigration has steadily increased, it has not reached the proportions of the Sifton era.

In a general way the Dominion has followed the land policies of the United States in developing its agricultural and other resources. Without doubt great results have been achieved, but it is plain that much waste of human and physical material has occurred as a consequence of the lack of basing settlement policies on a well-conceived and scientific foundation. It is not our purpose unduly to criticise the bad features of past policies, but rather, as a result of our investigations, to state explicitly the main principles that should be enforced. Economists now know that the key to the best policy of land utilisation is found in an understanding of the four chief factors that operate in land settlement, namely: the legal, the physical, the economic and the social forces that are subject more or less to human control. On the legal side alone there is a vast field for research, because we have not yet, in the West at least, devised even a sound system of taxation covering real and personal property, or properly related taxation to a programme for developing real property and equitably adjusting the burden as between the various types of property. When we come to examine the physical properties of land, we find an equally vast field which touches upon such phases of land utilisation as the immobility of landed property, fertility gradations, the durability of land resources, and the location of land and its accessibility. On the strictly economic side we have not yet undertaken a sufficiently exhaustive study of diminishing returns in its application to land uses, nor of the problem of the growing scarcity of the economic supply of land in our province. We have failed, also, to analyse sufficiently the adaptability of land to price changes, and methods for overcoming the slowness with which western lands respond to market price trends. In the social field there is much to be done in examining the social and political power that attaches to land ownership as contrasted with tenancy. There is also urgent need for social control of land uses, whether urban or rural. And finally there is a tendency to overlook the relation of thrift to land utilisation, and the enormous extent to which agriculturalists in the past have used land as a method of investing their accumulations of savings.

Aside from all the above, the greatest indictment that can be brought against our former land policies has been the neglect of the fundamental feature of classification, although this feature has become of increasing importance in almost every other line of human endeavour. In connection with the use of land, the need for adopting a scientific method of classification is great, if we are to avoid losses both to the individual and the nation. It goes without saying that such classification is important not only for agriculture, but also for laying down the right principles and policies for taxation. It is clear that classification, to be effective, must satisfy certain requirements. First, it is necessary to divide the land into classes that are distinct, that are well recognised by the farmers themselves, and measurable for scientific purposes. Second, this must bear directly on the purpose for which the classifica-

tion is made. Third, the classification differences must have a real economic significance. As is well known there are many different methods of classification, but the deciding factor in the right choice will depend upon the purpose that the government and others in control of land policies have before them.

Our land programme for many years has failed to yield the best results because our land resources, by and large, have been conceived as homogeneous. For purposes of formulating public policy we have not as yet adequately examined the effects of modern machinery on the uses to which lands are put. The introduction of the tractor and the combine has made this dramatically evident, involving as they have a shift of millions of acres of land on this continent from wheat growing or cotton growing to other purposes, and bringing other millions of acres into use that were formerly sub-marginal. Sufficient attention has not been devoted to the physical features involved, such as rainfall, topography and the relative fertility of the soil. While farmers as a class have realised the significance of transportation facilities, and the remarkable changes that have followed the introduction of the truck, social and economic investigation of these changes has not as yet had effect upon legislation. Then again, our land programme has left out of account the important factors of density of population in relation to provision of public utilities such as good roads, schools, hospitals, etc.; nor has sufficient attention been paid to the prevailing habits and methods of production and the possibility of influencing consumption. These problems become urgent in our time, and we need to take careful account of the possible uses of sub-marginal land; of the extent to which additional labour and capital may be usefully employed; of methods by means of which we can remove obstacles in making for a fuller utilisation of land, and, above all perhaps, of methods of overcoming the menace of weeds, frost and rust. In a word, we now sharply realise that the better proportioning of land among its several uses is an economic problem upon the correct solution of which depends both the individual and social welfare of our people for generations to come.

Canada adopted the United States homestead system in 1872 under the Macdonald Ministry, and began to use it as a device to attract immigration to the West. Thus the provisions for making free grants to settlers were embodied in the Land Act of 1872, and specifically set forth in Section 33 of the Act. It is not possible to follow all the modifications of the Act throughout its long history, but it may be said that its main provisions have remained unchanged. At the present time the natural resources of the Prairie Provinces are being taken over by their respective governments, and arrangements also are being made to transfer the railway belt of British Columbia and the Peace River block to that province. Consequently the Crown lands of the Dominion of Canada, at least as far as fertile agricultural land is concerned, are passing from federal to provincial control. In brief, the conditions under which Crown lands may be acquired by settlers are as follows: Every person who is the sole head of a family and every male who has attained the age of eighteen years and is a British subject, or declares his intention of becoming a British subject, is entitled to apply for entry

to a homestead. The lands are laid out in townships of thirty-six sections, each of which contains 640 acres and is divided into quarter sections of 160 acres. A quarter section may be obtained as a homestead on payment of an entry fee of \$10.00 and fulfillment of certain conditions of residence and cultivation. To qualify for the issuing of the patent, the settler must have resided upon his homestead for at least six months in each of three years, must have erected a habitable house thereon, and must have at least thirty acres of his holding broken, of which twenty acres must be cropped. A reduction may be made in the area of breaking where the land is difficult to cultivate on account of scrub or stone. Provision is made on certain conditions for residence in the vicinity, in which case the area of cultivation must be increased. It may be added that lands in Saskatchewan south of Township 16 are not open for homestead entry except by actual residents in the vicinity of the land, but such land may be secured under grazing lease.

In the Land Act of 1872 provision was also made for selecting and setting aside the lands of the Hudson's Bay Company. The details need not be examined at this place. It is important to notice, however, that land reservations were made under this Act to make provision for the aid of education in Manitoba and the North-West Territories. Sections 11 and 29 in each and every township were thus set apart as an endowment for this purpose. It was further provided that those who did not wish to homestead could purchase Dominion lands, other than those reserved. In the modification of the law, made in 1874, the privilege of pre-empting an adjoining quarter section was given to homesteaders. In other words, they were allowed a three year option on the purchase of an adjoining quarter section at \$1.00 per acre, payments to be made on the instalment plan. In the Act of 1874 care was taken to provide for the requirements of the half-breed population.

Homestead entries were disappointingly small in the early years while the percentage of cancellations was high. For example, the total entries by October 31, 1874, were only 1,376, of which 890 were subsequently cancelled. In 1875 there were 499 entries and 153 cancellations; in 1877, 845 entries and 463 cancellations. The discrepancy between homestead entries and immigration—over 25,000 each year coming to Canada during this period—was due chiefly to two factors—a lack of transportation facilities and the drawing power of the United States. In the long journey to the West the immigrant had the choice of two routes, both difficult and arduous, but the one via the United States was more attractive. The American route was by way of rail to Chicago and St. Paul, or by water to Duluth and thence by rail to the Red river, and from there by boat or stage to Fort Garry. Even in those early days the attraction of the United States to European immigrants coming to Canada was a factor in slowing down our population increase. On the long journey to the West by the American route, immigrants were constantly subjected to immigration propaganda, so that many of them never completed the journey to the prairies. The completion of the railroad from Minneapolis and St. Paul to Winnipeg in 1878 greatly reduced the length of time required

for the journey. Also this easier outlet tended to increase the price for wheat. As a result the number of immigrants steadily expanded, homestead entries by 1879 mounted to 4,068, but unfortunately about fifty per cent. of these entries were subsequently cancelled.

Brief reference has already been made to the building of the Canadian Pacific Railway, and to the land regulations of 1882 and the formation of colonising companies. As has been stated the latter proved dismal failures, while the Canadian Pacific Railway throughout the years has been a constantly increasing factor in assuring the development of the entire West. These enterprises, along with the homestead system, induced a considerable number of farmers, for the most part from Ontario, to sell their holdings and move to the West. During this period, 1872-1882, only a few Americans crossed the border to take up lands, but there was some immigration from Europe. According to estimates made by Mr. Low, Deputy Minister of Agriculture in 1890, 166,403 immigrants entered the West between 1881-1886. They were distributed over the years as follows:

Year	No. of immigrants
1881.....	22,001
1882.....	58,751
1883.....	42,772
1884.....	20,040
1885.....	7,240
1886.....	11,599

As already remarked, immigration after 1896, during the Sifton régime, assumed very large relative proportions. The United States had ceased to be the formidable competitor for immigrants that it had been in the past, as the more fertile homestead areas in that country had become practically exhausted. It is necessary to emphasise here, too, that "wheat mining" in the western United States proved disastrous over a wide area, and was beginning to force the substitution and cultivation of coarser grains such as corn and barley. Consequently the number of immigrants moving to the West increased greatly, the number of arrivals in Winnipeg in 1897 numberin^g 10,864 as compared with 107,401 in 1903. To be sure, these figures did not by any means cover the numbers of new arrivals, because many entered by covered wagon and otherwise from the United States and were not recorded. The homestead entries increased from 2,384 in 1897 to 26,073 in 1904, while the percentage of cancellations declined from 26 per cent. to 14 per cent. respectively. A remarkable feature of this wave of immigration was the number of United States citizens included in the totals. In 1897 only 712 United States settlers migrated into the West, but in 1904 the total immigration from the United States to Canada, exclusive of returning Canadians, was 40,797. From the eastern provinces of Canada immigration grew from 2,373 in 1897 to 17,286 in 1903, and from Great Britain from 1,793 to 28,337. We might mention that of the British entering the West in 1903, 19,892 came from England, 445 from Wales, 5,525 from Scotland and 3,475 from Ireland. The great increase in population resulted in the establishment of the two new provinces of Saskatchewan and Alberta in 1905.

Even as early as 1907 the pressure on the land resources began to be felt, so much so that the government opened the unclaimed odd numbered sections for settlement. The pre-emption system, which had been discarded in 1899, was again made available, but the payment per acre was increased to \$3.00. However, the privilege of pre-empting met with evident general disfavour and in 1900 it was limited to the area between Moose Jaw, Battleford and Calgary, where the practice of summerfallowing required a larger acreage. By 1916, as a result of the homestead policy, the population of the prairies had increased to 1,278,708, or 305 per cent. since the beginning of the century. As already remarked, the outbreak of war in 1914 checked immigration seriously, arrivals in the West in 1916 numbering only 16,052, as compared with 151,180 in 1913. The movement since the close of the war has not been on such a grand scale, although it has been important. However, the details of the post-war period relating to immigration will be examined later.

We may now briefly review the major development in the post-war period, more particularly with reference to agreements between the Dominion and the British governments for the encouragement of immigration, and co-operation between the province and the Federal authorities.

In addition to the four agreements with the British Government there are various understandings which have been reached through correspondence and which do not constitute a formal agreement. The chief arrangements that have been made with Great Britain are four in number—the General Passage Agreement, the Three Thousand Family Scheme, the New Brunswick Settlement Scheme, and the Boys' Land Settlement Scheme. In addition, of course, we have had the internal agreement between the Federal government and the railways.

In the General Passage Agreement, assistance is rendered to certain classes of British migrants. The first agreement was made in the spring of 1923 and provided passage assistance by way of loans to British agricultural families, single farm workers and domestic servants, as well as free passage for juveniles coming under approved auspices. This passage assistance was limited to British subjects resident in Great Britain and Northern Ireland, the Free State being excluded as it did not contribute. Naturally these agreements have been modified from time to time during the past seven years as experience proved necessary. By January, 1926, the making of passage loans was largely abandoned and a plan devised by which the ocean rate would be reduced to a point where the migrant could pay it. Canada contributed £3 10s for the passage of such adults as were assisted. The steamship companies made a rebate and the British government a cash contribution. At the same time Canada agreed to pay the transportation costs of children under 17 years of age belonging to agricultural families. Other details of this scheme will be considered at another place.

The Three Thousand Family Scheme was entered into in 1925 and had as its objective the transfer to Canada and settlement on our farms of three thousand British families in a period of three years. We may

say that the last of these families arrived in June, 1929. The settlement responsibilities of the Dominion extend for the part of the twenty-five year period during which collections will have to be undertaken. It is not necessary to analyse the details of this scheme just now, beyond making it clear that, contrary to an opinion commonly held, the Dominion government did not purchase land for these families, nor did it make loans for their settlement. The idea behind the plan was to demonstrate the possibilities of assisted British settlement; the scheme was feasible only because the government had in its possession a large number of unoccupied but partly improved farms that had been purchased for soldier settlement and which had not been used or had fallen back into the hands of the Soldier Settlement Board.

The New Brunswick Settlement Scheme does not directly affect the West, but we may briefly outline its salient features. Its aim is to place 500 British families on farms in the Province of New Brunswick in a period of five years. One hundred families came in 1928, and a similar number in 1929. It is expected that one hundred will be settled in 1930, and two years are still available for completing the project. Under this plan the British government provided the maximum loan of £300 for stock and equipment. New Brunswick advanced the farm, and the federal authorities give after-care, expend the money for stock and equipment and take care of collections.

Many students of immigration and land settlement believe that one of the most valuable developments in recent years has been the Boys' Land Settlement Scheme. There is no doubt that youths can be more easily assimilated into western life than adult immigrants and already very promising results have been shown in the working out of this policy. The Boys' Land Settlement Scheme is a complement of the older boys' immigration project. For many years juvenile immigration was almost altogether in the control of a number of British societies and children were brought to Canada largely from institutions operated for dependent children. During the past few years the Federal government has made arrangements with most of the provinces for the placement of boys recruited from their own homes in Great Britain. This movement is the result of a tri-party agreement in which the British government, the provincial governments and the Federal government participate. By assuring the expense of settlement it was hoped that boy immigrants might, after training, be placed on farms of their own. Under the settlement scheme it is proposed to make available to these boys a loan of \$2,500.00, to be expended on their behalf on land settlement, but only after they have attained their majority, been properly trained, and have saved at least \$500.00. One-half of the loan is to be provided by the British government, \$1,000.00 is to be advanced by the Dominion government, and \$250.00 by the province in which the boy settles. By the agreement the Dominion government has obligated itself to give settlement care, but the province of Ontario has taken over this work in lieu of making a loan of \$250.00.

No expenditures have yet been incurred because comparatively few boys have been able, so far, to qualify under the terms stated. We

draw attention to the fact that the plan is possible only because of the large share that the British government takes in the loan. We may remark in passing that various patriotic bodies in the Dominion have urged that a similar scheme be made available for Canadian boys, but the obstacle in the way is finding a Canadian source from which can be drawn a sum equal to that which is paid by the British government in the case of boys immigrating to Canada.

As far as we are able to discover, after diligent research into the question, the understandings reached by the Dominion government with the British government by way of correspondence, and which did not call for formal agreements, constitute such schemes as the Trainee movement. The Trainees were British young men, trained on farms in Great Britain operated by the British Ministry of Labour. The movement to Canada started in 1927 and continued throughout the following years; in 1929 the number so trained and entering Canada was 3,600. It should be stated that some trouble was experienced in 1929 over the Trainees so that the number required for 1930 was cut down. At the same time steps were taken to secure a better type and to give additional training. The Dominion government does not contribute to the expenses of training, nor yet does it assist in the payment of passage.

The British government makes agreements with various societies and organisations to assist them in their emigration work. Our province has only an indirect concern with such agreements, especially in view of the statement made at Ottawa that assisted immigration during 1931 is to be limited to juveniles and the quota of families needed to complete the New Brunswick Land Settlement Scheme.

The Railways Agreement was executed September 1, 1925, and a memorandum extended it for three years with some modifications from October 1, 1927. Under this agreement the railway companies, before the contract was cancelled by the government, were permitted to bring from Central Europe three classes of immigrants:

- (a) Agricultural families with some capital for settlement on the land;
- (b) Agricultural workers;
- (c) Domestic servants.

There was no limitation on the first class as long as the companies undertook to settle them on the land; but there was a limitation that varied on the second class from year to year. The limitation placed on domestic servants was determined by the demand. All those brought in as domestic servants and destined to points east of Manitoba had to be moved on nominations inquired into by the Department of Immigration and Colonisation. The same was true of those moved into British Columbia. Those going to the Prairie Provinces were brought in under the nomination system, or the bulk system. The domestics, moved in groups without nomination, came under the oversight of the Commissioner at Winnipeg, who concerned himself with their placement. In addition to the bulk nomination under the Railways Agreement, individual nominations were made by farmers, limited to

relatives coming within fixed degrees of consanguinity. It should be kept in mind that the agreement covered only the movement from the so-called non-preferred countries, and that movement from the preferred countries was subject only to the normal immigration controls. In addition to the immigration arrangements already described there was a third provision under which, by use of permits, a small migration movement occurred, this being limited chiefly to newcomers of the Jewish faith.

We may conclude this survey by observing that the greatest defect in our land and immigration policies has been the waste of human and material resources. We have manifestly failed to hold our natural increase, even with the aid of our costly and extensive immigration service. Tens of thousands have left Canada to seek their fortunes in the United States; and while part of that loss is natural and inevitable, nevertheless bad settlement policies must bear the responsibility as well.

Our land settlement programme has been a failure even from the point of view of revenue. Prior to the adoption of the homestead laws, losses were incurred through speculation and poorly conceived colonisation schemes. Surely a soundly conceived settlement programme ought to have resulted in placing the land in possession of settlers, and to have reduced the drifting of population to the minimum. Nothing was done to prevent speculation in lands following upon pre-emption and even homesteading, for thousands of acres quickly passed by sale to others who, in part, acquired them for speculation. The worst feature of our land policy, however, has been the extension of population over lands not adapted to agriculture, this movement going so far as to embrace arid and forested regions.

In some cases the government sold large blocks of land to speculators in advance of settlement, with the consequence that actual settlers paid more than the lands were worth for agricultural purposes under the conditions that obtained. It would have been far better if the government had held this land and slowed down the movement to settle the West, for our researches prove only too clearly that settlement in many areas proceeded too rapidly to achieve permanent gains. Indeed, we may say that settlement was pursued on a *laissez-faire* basis, with the result that British and other immigrants found themselves on a frontier bare of community interests, of schools, churches, markets and even rudimentary requirements of government. On the other hand, many settlers from the East, and particularly from the continent, were poor and were without the capital requirements essential to give them a fair chance of retaining their position on the land. A great part of the public domain passed into private hands and beyond government control, in the full conviction that our lands were practically inexhaustible. The United States has reached a point where pressure of population on the land has become serious; and Canada is within sight of exhaustion of its land resources. Since our natural resources are now coming within the control of the Provincial Government, it becomes imperative to formulate a definite land policy, in which the chief object will be production and not mere exploitation.

Appendix II

BIOLOGICAL AND OTHER LAWS GOVERNING INCREASE OF POPULATION.

The modern attempt to find laws controlling both the increase or decrease of population, and laws defining the effect of such increase or decrease on the economic status of nations, may be said to have had its origin with the publication in 1803 of the authoritative second edition of a book entitled "Essay on Population," by an English clergyman named Thomas Malthus. Since then the subject has been treated in many volumes and monographs—the literature available being far too extensive to be reviewed in this memorandum.

It must suffice to point out (*a*) that the Malthusian school, existing today, argues that population is increasing at such a rate that the world is in imminent danger of becoming over-populated; (*b*) that this view has been attacked by others (cf. Ravenstein, Vol. XIV, Journal of the Royal Geographic Society) who argue that the agricultural areas of the world are sufficient ultimately to support a population of perhaps three to four times the present number—without discussing the economic effect of any further increase in the existing population, but measuring the limit of possible increase by the condition of certain parts of China, where a population of one person to every two-and-a-half acres of land is found; (*c*) that between these two extremes of statement can be found every conceivable view of the probable course of population increase and its effect on social well-being.

More recently, first by analytic reasoning, and then by empirical observation, students have inclined to the conclusion that there are ascertainable laws governing the increase of population. From Verhulst in Belgium (circ. 1830) to Pearl and Reed in the United States in immediately recent years, this school of thought has tended to assume greater and greater importance, and their conclusions are given a fairly general acceptance today among specialists in this field. In the absence of precise knowledge of the biological laws underlying population increase, we may not speak with complete certainty, but until further advances are made, it is impossible to do otherwise than accept the existing opinions of the majority of scientists which may roughly be stated as follows: (*a*) that in any given spatially limited area, the increase of population follows laws which can be expressed by mathematical formulæ which fit past experience—since the recording of population became fairly exact—and which can therefore be used with reasonable certainty in forecasting the future; (*b*) that important economic changes—such as the commencement of the industrial revolution in Great Britain, or the opening of Japan to foreign trade—may cause the rate of population growth to cease to follow the existing curve, and to enter on a new course, which develops along a curve of the same

type, but of different formula; (c) that no purely sociological movements will affect the rate of increase, even such an active campaign for contraception as is being carried on in the Kingdom of the Netherlands apparently having no effect, while the application of a quota system to immigration by the United States left the rate of population increase exactly where it was forecast to be in the studies which led to the movement to limit immigration; (d) that we are not in immediate danger of over-population as expressed in wholesale want and starvation, but are approaching a period in which population will exert a definite pressure on natural resources, especially food supplies.

In addition to this advance in the study of the laws governing population increase, there has been some advance in the investigation of population increase on the economic well-being of a community. Unfortunately this field has not yet attracted the efforts of any investigator with an equipment on a scale commensurate with that of the problem. It is safe to say that there is little to be had here but theory without demonstration.

This is perhaps not a little the result of the visible fact that such economic interdependence exists between the various modern nations as to make it impossible to treat any one of them as an isolated experiment in economics. For example, the chief product of Saskatchewan is wheat, of which so great a proportion is exported that the domestic market—in the province certainly—is comparatively negligible in its effect on price. Yet, it is absolutely certain that population tendencies in Great Britain are of major effect on the market for Saskatchewan wheat, and on the price levels.

Yet certain economic effects of population increases are visible in any community, and while there exists a lack of authoritative studies on the point, it is possible at least to indulge in intelligent speculation, and to back it up with some data. In general we may say that there exists an optimum economic level of population in any community. We do not know if, where a population is below this level, it tends automatically to increase, and if above this level, it tends to decrease. If we did, it would be simple to recommend that immigration be left unchecked—from the economic standpoint—with the assurance that the resulting population would rapidly reach the optimum level—also as regarded solely from the economic standpoint. We can do something in the direction of locating the optimum point. To accomplish that we must assume that the community has a fairly definite ideal of what constitutes the optimum, and in the case of Saskatchewan we can say this may be defined as a point of population density which will permit us to continue the general increase in economic standards of living that has marked the past decade, which is evident from consideration of the following table showing increase in cars and radios in the province.

NUMBER OF RADIO LICENSES ISSUED IN SASKATCHEWAN 1923-1929.

Year	Total	Rural	Urban
1923.....	2,655	*	*
1924.....	9,303	*	*
1925.....	15,944	13,607	2,337
1926.....	22,238	18,869	3,369
1927.....	26,635	22,231	4,404
1928.....	27,358	22,590	4,768
1929.....	32,906	25,731	7,175

Figures from the Department of Radios, Marine and Fisheries, Ottawa.

*No figures available.

NUMBER OF MOTOR LICENSES ISSUED IN SASKATCHEWAN 1924-1930*

Year	Privates	Trucks	Liveries	Motor Cycles
1924.....	64,666	3,780	1,262	187
1925.....	71,205	5,560	1,047	184
1926.....	86,105	8,686	1,013	161
1927.....	92,640	11,346	923	179
1928.....	102,812	15,954	868	174
1929.....	108,630	18,671	798	218
*1930.....	105,450	15,092	637	257

Figures from Motor License Branch, Government of the Province of Saskatchewan.

* Up to August 23, 1930.

In addition to the above, the following dealers' general livery licenses were issued: 1925, 124; 1926, 128; 1927, 132; 1928, 116; 1929, 109; 1930, 59.

That is, there is reason to believe that public opinion in this province insists that every effort shall be made to ensure that our social system shall not include any considerable element which finds it difficult, in normal times, to obtain, not only employment sufficient to maintain existence, but employment on a scale sufficient to provide for such an annual surplus of income as will permit the earner to participate, with his family, in the amenities of life common in the community, and still provide savings to maintain the present generation in fair comfort after the earning period is past and leave at least some inheritance to the succeeding generation.

Now it is important to decide in the first place if we can say that the economic level of a population is in inverse ratio to its numbers. It is unnecessary to debate this point, since the experience of the present generation has taught them quite definitely that the average standard of living in this community was not as high when the population was 91,279 in 1901 as it is now that the population is over 850,000. Nor can we assume that the economic level of a population is in direct ratio to its numbers, for the experience of other communities is that it is entirely possible for population to reach such a point of density with respect to food and other natural resources as to make it necessary

to accept steady lowering of the average man's share of the national product. There can be no question that this condition exists in China, and C. C. Batchelder, in his excellent monograph on population pressure in the Orient (Vol. CXII, *Annals of the American Academy of Social and Political Sciences*), states that search in Chinese public records reveals clear evidence of superior general economic levels in 1700 over those of the present day, the population having considerably increased in that period. Lest it be argued that this failure to maintain economic levels is not due to population increase, but to failure to use methods of production as efficient as those of Occidental civilisation, we may note that Professor E. M. East, in his work "*Mankind at the Crossroads*," forecasts a similar effect of the present increase in population density of the United States on the economic levels of even that most modern of communities; that this opinion was sufficiently accepted by the United States to play a great part in the enactment of recent immigration restrictions; that in such modern and efficiently organised communities as the Netherlands and Belgium the belief that further population increase will produce lowering of economic levels is a prime force in public policy; and in certain West Indian islands which, owing to almost unparelled density of population, are worthy of special study, a population living in economic communion with the most advanced Occidental civilisation, with every type of modern equipment available, is admittedly of higher economic levels at present than obtained a few years ago, the only traceable cause for the change being some lessening of population pressure.

If then we find that steady increase in population may in some cases raise the economic levels of the life of the community, and in other cases lower them, what, if any, is the law of the relation of the economic levels of a community to the density of population? It is impossible to say with certainty, but a general survey of many differing types of community would lead us to define it as being that, after discounting for climatic, racial and inherent social differences, a modern community tends to increase in economic levels of life until its density of population reaches a certain relation to the natural resources available, and then to decline as further increase takes place.

It is easy to accept the latter portion of this statement without explanation, but the first part is not so obviously true, and we must attempt to explore the reasons for it.

They are, we believe, to be found in the fact that our modern occidental society is not individualistic, but highly complex. In primitive civilisations it is probably true that economic levels of life are not improved by the possession by the community of a surplus of unused natural resources, nor yet raised by the increase of population with respect to the per capita possession of these resources, but commence to decline when the increase of population brings the per capita unused resources to a point at which they are below the minimum necessary to give each member of society his full requirements.

The North American Indian, for example, did not increase his economic levels because of the existence of buffalo far beyond the needs

of all the Indians of the continent, nor yet because the population might increase in proportion to the buffalo. He would have been forced to lower those levels, however, or seek some other basic resources to exploit, if the human population had ever increased to a point where the number of buffalo available per capita became insufficient to maintain his existing scale of life.

In our more complex society, however, the case is not so simple. For example, a community of farmers may establish themselves in an area of fertile soil far beyond their needs. They may produce each enough for the consumption of his household, and for lack of transportation, little else. When the community attains such a size, however, that it feels the need of a clergyman, of a school teacher, a doctor, and certain full-time public servants, the coming of these people, while lowering the per capita possession of unused natural resources, will actually increase the total output of the farmers, who will now have markets for additional butter, eggs and other produce.

When many of these communities attain such size that they can maintain a central village, this centre will commence to provide them with services previously unobtainable, and in return to provide added markets for additional produce.

It is not true, as is sometimes assumed, that there is no added value obtained for the primary producer by the bringing of these additional members of the community to settle in close proximity to him. For example, Saskatchewan chiefly produces wheat to be exported to Great Britain. The amount exported would—if we neglect certain other complexities which do not affect the basic principle—be determined by the amount of goods and services which Great Britain can in turn sell Saskatchewan. This amount, however, is far below the amount of similar goods and services which can be sold to the Saskatchewan primary producer by towns and cities in Canada, especially in Western Canada, and above all in Saskatchewan.

This can be very clearly shown by tangible illustrations. For example, were Saskatchewan a community solely consisting of wheat producers, and the merchants and transportation workers necessary to handle the wheat and the returning goods from Great Britain, the producer would not purchase many goods and services that he now uses. He would, for example, necessarily go without dental service—since a dentist in Great Britain cannot well render service in Saskatchewan. In that case recourse would be had to the primitive method of extraction. At present he will at once submit his dental troubles to a professional man in the nearest village or town, and thereby create an added market for his produce.

The educational machinery of the province, the civil service, the religious and social workers, these are all furnishing services which would not exist if we had maintained a simpler form of society. A large proportion of the goods consumed in the province are now made here, and similar goods would not be consumed if it were necessary to order them from distant points. A very large number of people

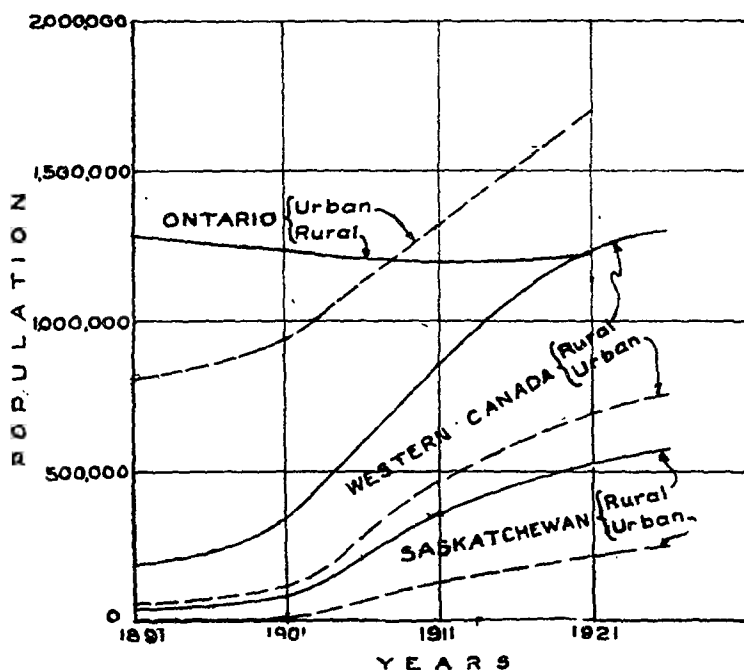
provide amusement and entertainment which would be unobtainable in a less complex society. All of the people thus added to our community provide added markets for the producer.

We risk labouring this point in order to illustrate the basic truth that in our system of society increasing complexity of organisation tends to add to the wealth of the whole, and of the average individual.

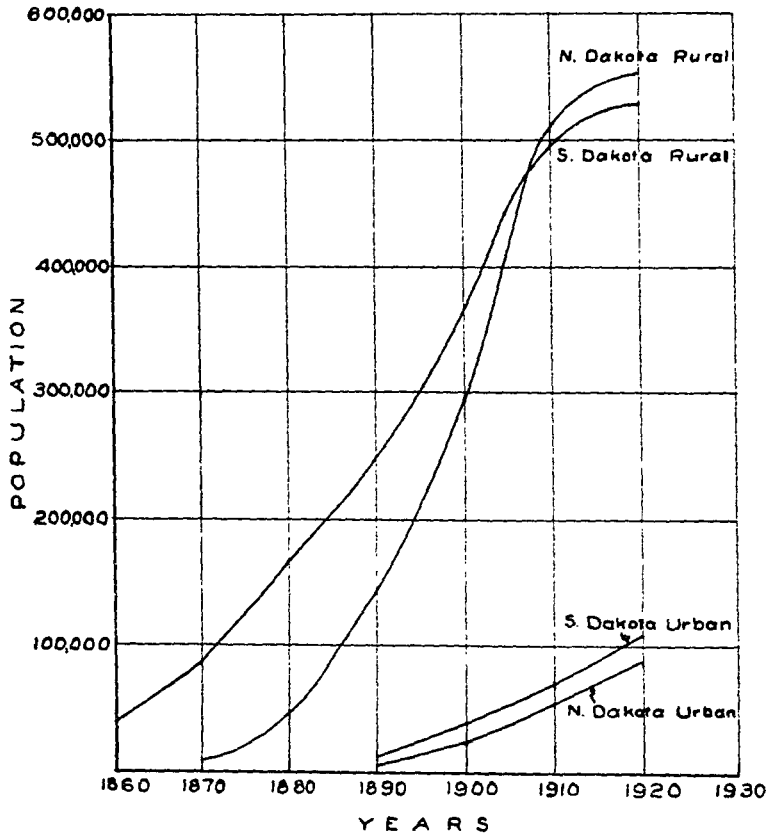
Now this process is cumulative in effect. As the total number of the population of an area increases, we tend to add to the number of services performed in the community. To use again the illustration of the dentist, when a community reaches a certain size, there is an opening for a specialist in some form of dental surgery that the general practitioner cannot provide. In many cases, if it were necessary to make a long and expensive visit to some distant metropolis, these services would be inevitably dispensed with. If Regina or Saskatoon can supply them they will be used, and the payment for them will add to the consumption of primary products.

It is clear then, that up to a certain point, the increase in total population will bring with it such specialisation as constantly to increase the proportion of those elements not engaged in primary production, and a corresponding increase in the economic levels of the community and of every member of it. How rapid is this increase in the non-agricultural elements of an agricultural community, as the total population grows, is well illustrated by the following graphs:

RURAL AND URBAN POPULATION GROWTH OF
ONTARIO, WESTERN CANADA, AND SASKATCHEWAN

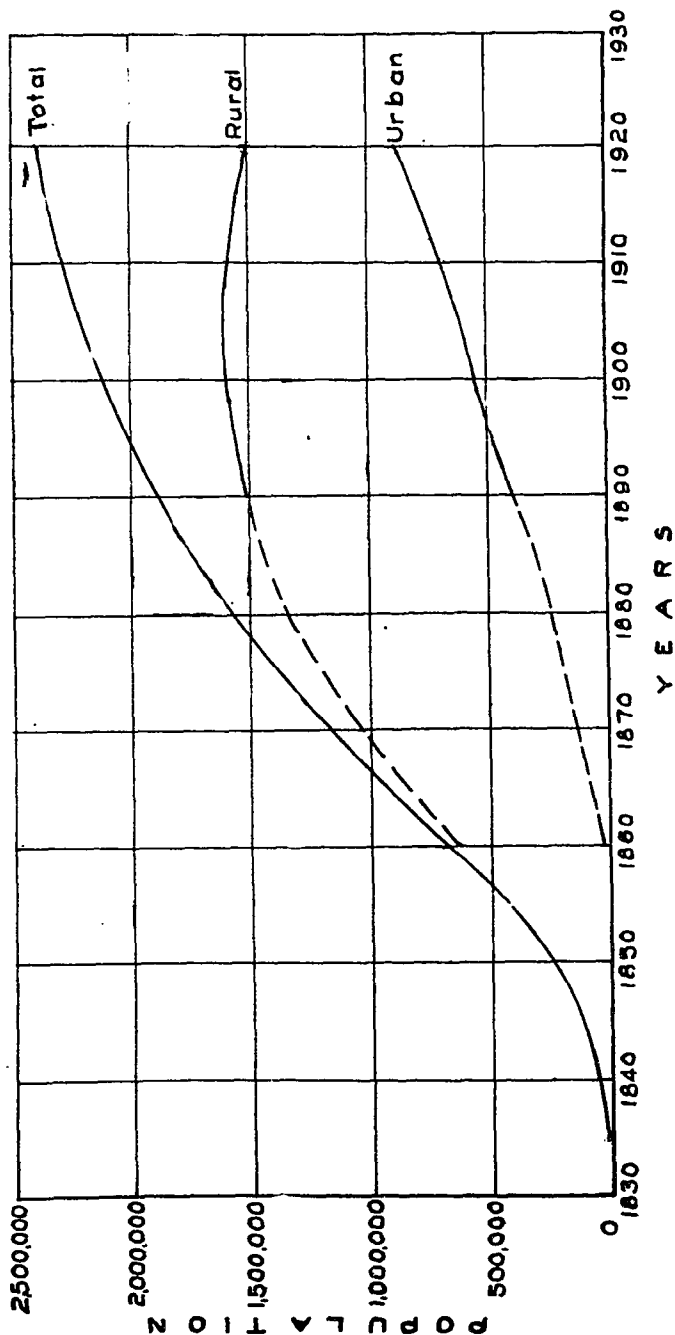


RURAL AND URBAN POPULATION GROWTH—NORTH AND SOUTH DAKOTA



	Land Area.	Persons per sq. mi.
N. Dakota	70183 sq miles	8
S Dakota	76868 " "	7

RURAL AND URBAN POPULATION GROWTH
IN IOWA 1840-1920



Saskatchewan, however, is not an isolated community, but part of the great North American civilisation, and of the British Commonwealth of Nations. Its type of social structure is necessarily made to correspond with the general type of these great communities, and this is nowhere more clearly shown than in its educational system. This has not been built up to provide the children of the province with only enough education to enable them to fill better their niches in our social structure, but to turn out constantly a stream of men and women trained to perform functions more elaborate than our own social needs at present. We are constantly tending to produce more people trained for non-agricultural activities than our own community can absorb, and not only pride ourselves on this, but continually increase our effort to produce more and more highly trained workers. At present there is a danger that any surplus of such trained workers must leave this province to seek their opportunity elsewhere.

While this is not undesirable to some extent, it is a fact that it can be carried too far. In some older communities it is noted that the ultimate effect of such a policy is to remove from the community a steady stream of its best elements, with an inevitable and undesirable effect on the remaining elements. The correction of such a condition is not to hope that other communities will cease to draw on us for our trained men and women, nor yet to cease to train them, but to seek for means by which we can train them, and then continue to absorb their services. In this we see an additional reason for permitting such an increase in total population, and in the consequent complexity of the resulting structure, as to permit, as far as possible, the retention in our community of as many as possible of its best young men and women.

Now is there any danger of overdoing the increase of population? We have stated that it is possible for population density to reach such a point that the total natural resources available may be insufficient to support an average economic level of existence in keeping with what we have laid down as desirable to public opinion in this province. Are we in sight of such a condition?

Let us examine the comparison of our condition at present with that of similar areas in the United States as shown by the following table of figures:

ACRES OF ARABLE LAND PER HEAD OF RURAL POPULATION AT LAST CENSUS YEARS FOR SASKATCHEWAN AND SELECTED CENTRAL STATES.

State or province	Acreage of Arable land	Rural population	Acres or arable land per head of rural population
<i>Saskatchewan (1926)</i>	58,000,000	578,206	1,003.1
<i>Kansas (1920)</i>	45,425,179	1,151,293	394.6
<i>Minnesota (1920)</i>	30,221,758	1,335,532	226.3
<i>Nebraska (1920)</i>	42,225,475	891,066	473.9
<i>North Dakota (1920)</i>	36,214,751	558,633	648.3
<i>South Dakota (1920)</i>	34,636,491	534,675	647.8

NOTE.—As no estimates of arable land are given in the Census of 1920 for the different States, it is assumed here that "all land in farms" is equivalent to "acreage of arable land."

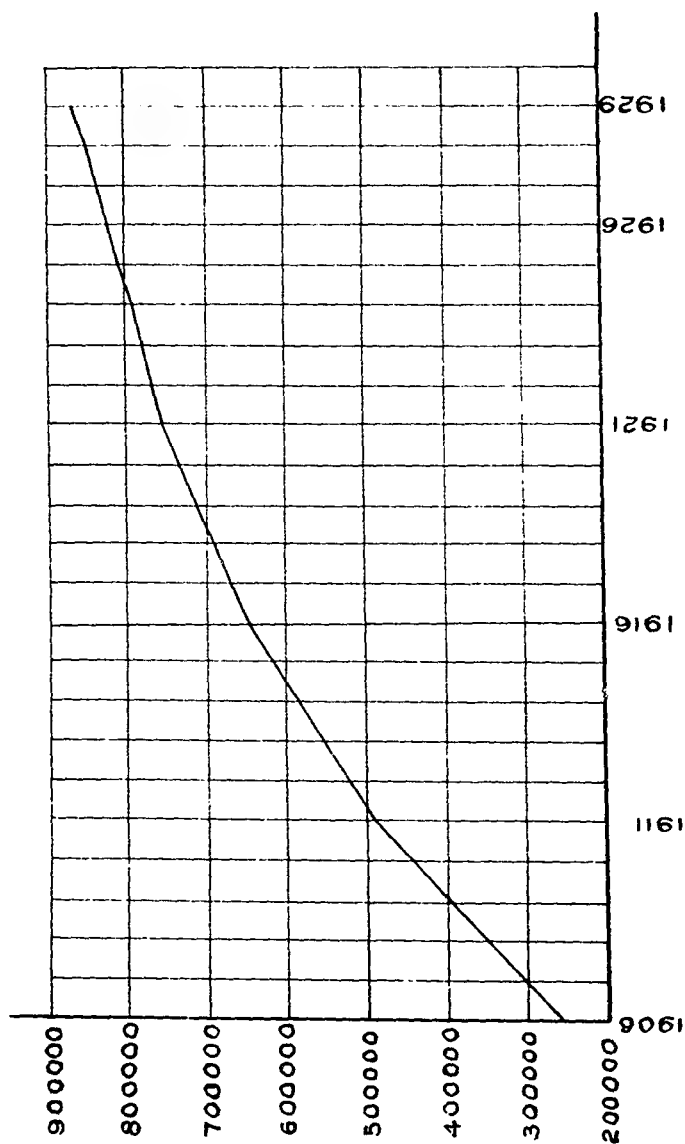
The area used for this comparison is specially selected in order to make the comparison as valuable as possible. Had we used an area including such cities as Chicago or St. Louis, the comparison might reasonably have been attacked on the ground that these communities have now reached such a point of national importance that they can no longer be considered as serving solely the agricultural population directly tributary to them. For example, from the soil of the Western United States is produced a great quantity of cattle, the hides of which maintain a boot and shoe industry in these cities, which finds its market in the whole area of the United States. We cannot foresee the time when a similar industry at Regina or Saskatoon could find as wide an area of distribution. The area used in our comparison, however, is one in which there exists no great city whose markets are spread beyond the area. The cities of these communities are merely points of exchange and service for the surrounding countryside.

We may reasonably expect at least an equal amount of urban development in Saskatchewan—and indeed more. The geographical position of the area of the United States used in the comparison is such that its inhabitants can, by leaving their own district, and in a comparatively short journey, find every imaginable service available. In the case of our province, its geographical position is such that its cities may reasonably hope for almost a monopoly of any service that they can offer.

In the circumstances this comparison would appear to show very forcibly the logic of expecting that further increase in our population of primary producers may bring with it an even greater proportionate increase in other economic groups, and that we are far from any limit of danger in this regard.

Now what are the present tendencies in this province to such an increase of population? We give below figures showing the increase of our population in the past, and a curve presenting the facts in graphic form.

POPULATION GROWTH IN SASKATCHEWAN 1906-1929

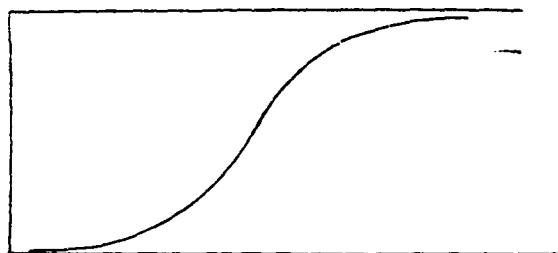


INTER-CENSAL ESTIMATES USED FOR YEARS 1917-29 INCLUSIVE

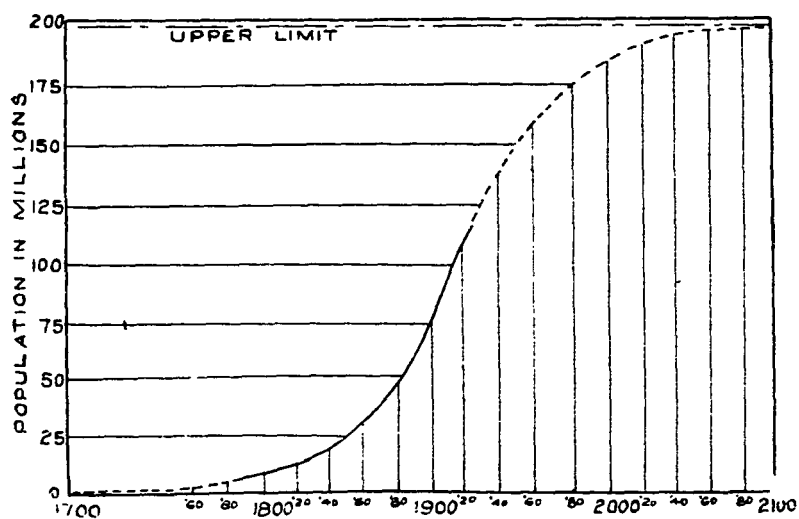
POPULATION OF SASKATCHEWAN
AS OF JUNE 1, 1906 TO 1929.

Year	Population
1906	257,763 Census
1911	492,432 "
1916	647,835 "
1917	669,073 Estimated
1918	691,027 "
1919	712,926 "
1920	735,060 "
1921	757,510 Census
1922	770,600 Estimated
1923	783,700 "
1924	796,800 "
1925	809,900 "
1926	820,738 Census
1927	835,000 Estimated
1928	851,000 "
1929	866,700 "

THEORETICAL CURVE



UNITED STATES POPULATION CURVE



It will be noted that the Saskatchewan curve shows a strong similarity to those furnished by Dr. R. Pearl in his classic work, "The Biology of Population Growth" (see graphs appended) to illustrate this process in many other communities, as in the case of the United States, and acceptance of the principles stated earlier in this memorandum would involve our deducing from it that the population of this province is rapidly slowing down in rate of increase. Without attempting any precise prediction we may say that there is evidence that, under present conditions, the rate of increase in population in the province will not produce any considerable effect in the present generation if it is maintained as at present.

It is sometimes assumed that population increase in any given area must follow its existing curve—that the formula of present rate of growth is immutable. We have already noted that, while sociological measures seem unable to affect the rate of population increase, major changes in the economic system may. We are of the opinion that such a major change may be found in a readjustment of our land settlement policies so as to ensure greater likelihood of success to the settler, and in the report of the Commission, make recommendations in this direction.

In Appendix VII we attempt to discuss the opportunity for an increase in population presented by the present reserves of natural resources. In Appendix V we study the possible effect of such an increase on the economic position of our agriculture, at least with regard to the opportunity for disposing of the increased production of certain staples in excess of our domestic needs—for we frankly admit that it will be a very long time before our increased population will absorb all the products of our farms. It may be interesting to note the following figures:

VOLUME OF PRODUCTION OF CEREALS AND CHIEF DAIRY COMMODITIES IN SASKATCHEWAN INTER-CENSAL YEARS 1919-1929.

Year	Population	Wheat production bus.	Barley production bus.	Oat production bus.	Creamery and dairy butter lbs.	Ice cream gals.	Milk and cream gals.
1919.....	712,926	89,993,685	8,970,501	112,156,969	28,174,707	541,740	40,167,197
1920.....	735,060	113,125,274	10,501,494	141,549,000	28,124,698	550,918	40,852,000
1921.....	757,510	188,000,000	12,908,736	185,966,000	26,825,953	468,115	41,072,107
1922.....	770,600	250,167,000	18,511,000	179,708,000	28,401,145	437,638	39,726,304
1923.....	783,700	271,622,000	19,278,200	218,075,000	29,867,010	432,316	40,060,547
1924.....	796,800	132,913,000	17,360,000	97,345,000	32,834,902	395,000	40,090,090
1925.....	809,900	240,551,000	27,081,000	174,967,000	34,946,233	445,000	39,337,700
1926.....	820,738	219,646,000	21,891,000	110,193,000	35,332,765	535,000	40,065,000
1927.....	836,000	262,600,300	27,129,000	142,526,000	29,495,531	563,923	39,932,000
1928.....	851,000	321,215,000	44,266,000	156,043,000	28,310,496	638,162	40,770,000
1929.....	866,700	154,565,000	30,755,000	68,944,000	31,286,205	763,185	41,557,000

NOTE. Cereal figures from Secretary of Statistics, Department of Agriculture, Regina.

Figures for butter, ice cream, milk and cream from the Annual Reports of the Dairy Commissioner, Department of Agriculture, Regina.

We have not been able to secure comparable figures for volume of dairy production prior to 1919.

These figures would appear to indicate that already our increasing complexity of economic structure is making the domestic market grow more rapidly than our total agricultural production, in the case of certain commodities.

Now is there any biological or other law which enables us to say with reasonable certainty that immigration is necessary to provide for the increase in population which we say is desirable, or may we rest content with what has been done in this direction, leaving natural forces to operate?

Will, that is, our own population increase sufficiently rapidly to provide the necessary density to bring us to an optimum point?

We must again note that Saskatchewan is not isolated. If our population is below the density sufficient to maintain an economic level of society equal to that of the rest of the continent, we shall be struggling uphill, for the outflow of those who do not find a sufficient field here for their ambitions—may their number increase, for such an increase reflects steady improvement in our educational methods—will tend to delay the effect of our natural population increase in the bringing of our population density to a satisfactory level.

It appears reasonable to argue that we must continue to employ immigration, and indeed, to speed it up to the point where the increase thus obtained is sufficient to balance the tendency toward emigration, and leave a net surplus.

The argument that this has been proved to be impossible by the fact that there is now some tendency to unemployment is not sound. We admit this tendency, but believe that it can be corrected by means within our reach. Not a little of it is due to a flow of settlers who have failed to find success on the land into the cities. We trust that the recommendations made in our report will tend to correct this, and in addition, give reasons in Appendix V to show a brighter outlook for agriculture.

What seems to us both necessary and feasible is such a method of control of immigration and land settlement as will provide for a steady increase in the agricultural population, and a resulting demand for non-agricultural workers which will tend to hold those who seek other forms of activity.

The argument that immigration, by bringing in people ready to accept a lower economic status than appeals to us, tends merely to drive our people now here, is true enough if we permit the inflow of people who will remain satisfied with lower economic status than we regard as desirable. However, merely because immigrants would be satisfied at first with such lower status does not imply that this is permanently true. If from the first only such are brought in, and only so placed that they may reasonably gain a living in accordance with our standards, they will soon cease to be satisfied with less.

There are biological and economic laws governing the relations between population and prosperity. It is, however, possible to so con-

duct our affairs as to seek to find the balance, not by mere drifting, but by intelligent and dynamic measures of control.

We may close this portion of our studies with the following conclusions:

(a) That evidence exists that a further increase in population density is desirable in this province.

(b) That such increase should arise from an increase in the agricultural population, which will, we believe, be accompanied by a proportionately more rapid increase in the non-agricultural elements.

(c) That present indications are that a sufficiently rapid increase to enable this province to keep in step with the rest of the civilisation to which it belongs will not be obtained by a policy of *laissez-faire*.

(d) That changes in our present methods of land settlement may be sufficient to alter our present rate of population increase in a favourable sense.

(e) That there are no present indications of the upward limit at which increase in population density will cease to be desirable.

(f) That at present immigration is a necessary part of our measures to increase population, but should be carefully controlled to prevent its effects operating in the reverse direction.

NOTE: In addition to the authorities mentioned in this Appendix, we have consulted the opinions of such eminent biologists as:

A. Niceford.
H. P. Fairchild.
Jean Bourdon.
Corrado Gini.
T. N. Carver.
A. M. Carr-Saunders.
Lucien March.
A. Grotjahn.
H. W. Methorst.
Dr. F. A. E. Crew
J. B. S. Haldane
Dr. Maria A. Herwerden.

We also found most helpful the proceedings of the World Population Conference held at Geneva in 1927, at which authorities made available the more recent data on population developments throughout the world.

Appendix III

SURVEY OF PRESENT POPULATION.

The present population of Saskatchewan is estimated at 866,700. At each decennial census since 1901 it was:

Census Year	Population		
	Total	Male	Female
1901.....	91,279	49,431	41,848
1906.....	257,763	152,791	104,972
1911.....	492,432	291,730	200,702
1916.....	647,835	363,787	284,048
1921.....	757,510	413,700	343,810
1926.....	820,738	446,536	374,202

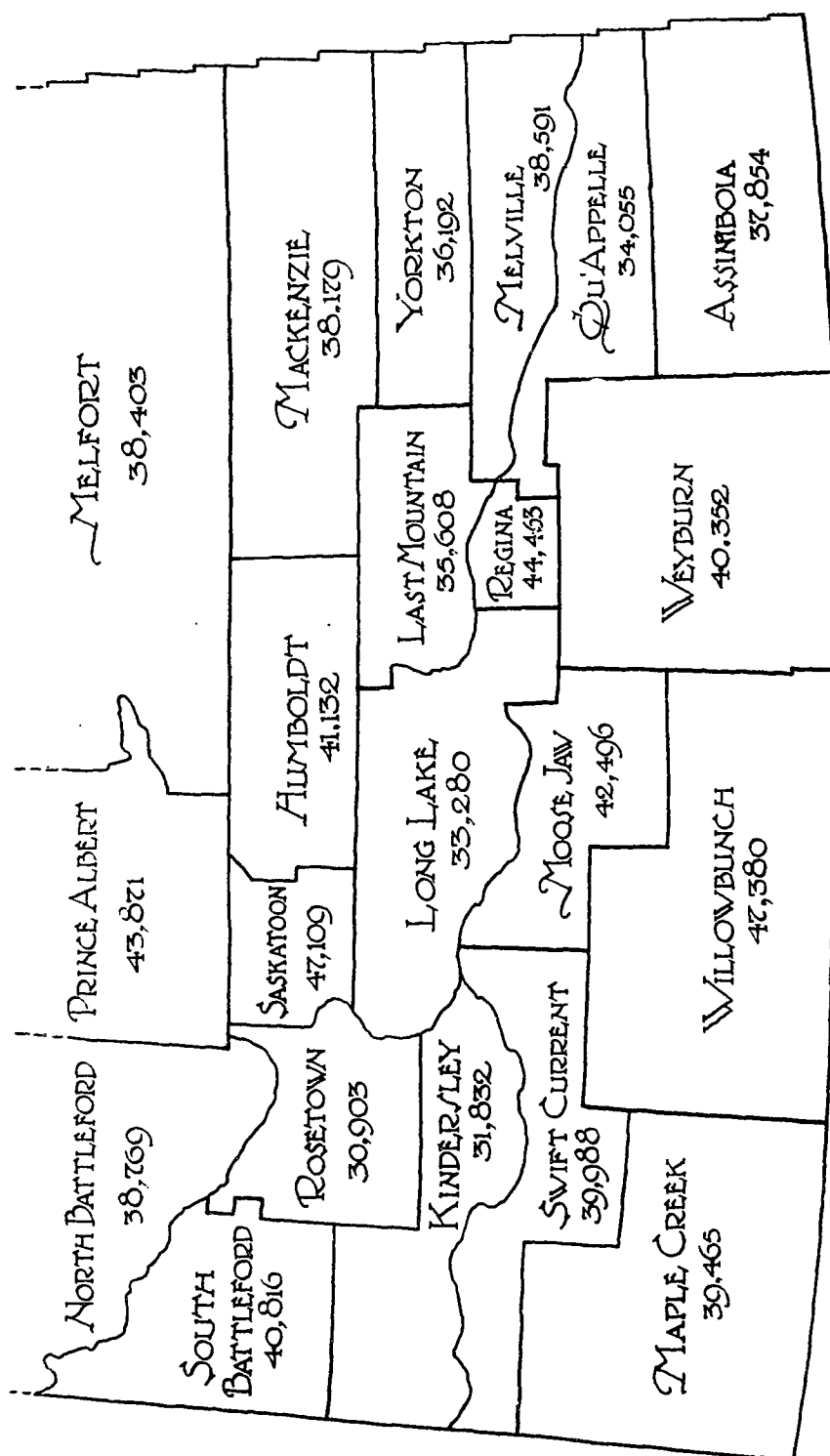
—Table I, Census of 1926.

The division into rural and urban elements is as follows:

Census Year	Population			Per Cent. of Population		
	Total	Rural	Urban	Total	Rural	Urban
1901.....	91,279	77,013	14,266	100.0	84.37	15.63
1906.....	257,763	209,301	48,462	100.0	81.20	18.80
1911.....	492,432	361,037	131,395	100.0	73.32	26.68
1916.....	647,835	471,538	176,297	100.0	72.79	27.21
1921.....	757,510	538,552	218,958	100.0	71.10	28.90
1926.....	820,738	578,206	242,532	100.0	70.45	29.55

—Table II, Census of 1926.

Attached is a map showing the electoral districts of the province and the population of each in 1926.



The cities, towns and villages of the province have increased in population as shown below:

Cities, Towns, Villages	Population at Census Years					
	1901	1906	1911	1916	1921	1926
All cities	5,939	20,778	68,461	79,921	97,833	108,556
All towns	7,839	21,550	39,826	52,073	62,012	63,752
All villages	599	6,077	22,160	42,952	58,217	70,224

—Arranged from Table VII, Census of 1926.

The population is classified by age and sex as follows:

Ages	Total	Male	Female
<i>Under 1 year</i>	18,490	9,433	9,057
1 year	19,927	10,082	9,845
2 years	21,964	11,149	10,815
3 years	21,903	11,077	10,826
4 years	23,425	11,732	11,693
<i>Total under 5 years</i>	105,709	53,473	52,236
5-9 years	109,977	55,579	54,398
10-14 years	99,541	50,478	49,063
15-19 years	80,585	41,787	38,798
20-24 years	64,949	35,735	29,214
25-29 years	56,976	31,008	25,968
30-34 years	56,701	31,258	25,443
35-39 years	62,079	36,127	25,952
40-44 years	54,505	33,317	21,188
45-49 years	42,083	25,594	16,489
50-54 years	29,341	18,085	11,256
55-59 years	19,693	11,772	7,921
60-64 years	15,297	8,897	6,400
65-69 years	10,805	6,332	4,473
70-74 years	6,655	3,822	2,833
75-79 years	3,553	2,014	1,539
80-84 years	1,455	794	661
85-89 years	502	285	217
90-94 years	156	70	86
95-99 years	44	26	18
100 years and over	12	6	6
Total specified ages	820,618	446,459	374,159
Total unspecified ages	120	77	43
Grand total	820,738	446,536	374,202

The marital state is as follows and is taken from Table 13, Census of 1926:

Sex and Conjugal Condition	All ages	Under 15 years	15 years and over	15-19	20-24	25-34	35-44	45-64	65 and over	Not stated
<i>Male</i>	446,536	159,530	287,006	41,787	35,735	62,266	69,444	64,348	13,349	77
Single	286,266	159,530	126,736	41,661	31,616	27,954	14,814	9,537	1,108	46
Married	151,817	.....	151,817	125	4,084	33,893	53,175	51,167	9,348	25
Widowed	8,070	.....	8,070	1	31	363	1,335	3,473	2,862	5
Divorced	383	.....	383	.....	4	56	120	171	31	1
<i>Female</i>	374,202	155,697	218,505	38,798	29,214	51,411	47,140	42,066	9,833	43
Single	217,504	155,697	61,807	36,089	14,959	6,805	2,148	1,521	272	13
Married	144,322	.....	144,322	2,698	14,163	43,788	43,231	35,417	5,000	25
Widowed	12,095	.....	12,095	9	73	733	1,882	5,043	4,550	5
Divorced	281	.....	281	2	19	85	79	85	11	....

It may be interesting to give some data concerning school attendance—a very important factor in considering the economic status of a population, and this is done in the following table:

Schedule	Both Sexes		Male		Female	
	1921	1926	1921	1926	1921	1926
5-9 years, total	104,646	108,095	53,187	54,624	51,459	53,471
At school	64,135	67,208	32,750	33,861	31,385	33,347
Not at school	40,511	40,887	20,437	20,763	20,074	20,124
10-19 years, total	141,918	177,374	73,041	90,851	68,877	86,523
At school	87,264	114,674	43,857	57,154	43,407	57,520
Not at school	54,654	62,700	29,184	33,697	25,470	29,003
5-19 years, total	246,564	285,469	126,228	145,475	120,336	139,994
Total at school	151,399	181,882	76,607	91,015	74,792	90,867
1-3 months	12,298	9,392	6,366	4,789	5,932	4,603
4-6 months	28,187	21,126	14,636	10,840	13,551	10,286
7-9 months	110,914	151,364	55,605	75,386	55,309	75,978
Not at school	95,165	103,587	49,621	54,460	45,544	49,127

Cf. Table 18. Census of 1926.

The numerical and per cent. distribution into groups of racial origin is shown below:

Racial Origin	Population	Per cent. of population
Province	820,738	100.00
British Races	416,721	50.77
English	206,708	25.19
Irish	93,661	11.41
Scotch	111,409	13.57
Other British	4,943	.60
French	47,030	5.73
Austrian	19,749	2.41
Belgian	3,744	.46
Bulgarian and Roumanian	6,822	.83
Chinese	2,843	.35
Dutch	20,765	2.53
Finnish	2,140	.26
German	96,498	11.76
Greek	443	.05
Hebrew	3,973	.48
Hindu	2	....
Hungarian	12,345	1.50
Indian	13,001	1.58
Italian	836	.10
Japanese	103	.01
Negro	347	.04
Polish	14,374	1.75
Russian	36,208	4.41
Scandinavian	63,370	7.72
Swiss	1,952	.24
Turkish	644	.08
Ukrainian	51,474	6.27
Bukovinian	1,790	.22
Galician	4,009	.49
Ruthenian	5,858	.71
Ukrainian	39,817	4.85
Various	4,950	.60
Unspecified	404	.05

Cf. Table 15, Census of 1926.

It must be noted that "racial origin," as used by the census, is a term easily misunderstood. The greater portion of the population of the province is of European origin (including the British Isles). Ethnologists recognise certain main stocks in the composition of the nations of Europe, but it would be entirely impossible to enumerate a population of mixed origin in accordance with these. The census is necessarily compiled from a questioning of individuals, and it would be impossible, for example, to ascertain whether a Belgian were a member of the Walloon or the Flemish group in Belgium, or a Swiss of one of three (or perhaps four) chief racial stocks of that country. It is therefore necessary to regard the term "racial origin" as really indicating "geographical origin," modified by racial distinction wherever possible.

In the case of some groups of the foreign born, and very markedly in the case of the native born, there is also the question of racial admixture due to intermarriage, and in this regard it has been necessary to adopt a uniform policy of following the male parental strain. This,

however, obviously lessens the accuracy of the enumeration. On the whole, however, neither of these factors is sufficient to vitiate seriously the accuracy of the picture drawn from the above figures.

How these racial elements are distributed in the rural and urban groups is next shown by the following table:

Birthplace	Total	Rural	Urban
<i>Total population</i>	807,737	565,380	242,357
British born	611,678	413,698	197,980
Foreign born	196,059	151,682	44,377
<i>Saskatchewan</i>	350,825	258,991	91,834
<i>Other parts of Canada</i>	161,677	98,255	63,422
<i>Total Canada</i>	512,502	357,246	155,256
<i>Total British Isles</i>	98,071	55,840	42,192
England	65,423	36,818	28,605
Ireland	7,700	4,655	3,045
Scotland	22,864	13,199	9,665
Wales, etc.	2,054	1,177	877
<i>Total British Possessions</i>	1,060	554	506
<i>Total Europe</i>	117,275	94,175	23,100
Austria	11,594	8,822	2,772
Belgium	2,211	1,923	288
Bulgaria	77	59	18
Czechoslovakia	1,682	1,346	336
Denmark	2,066	1,693	373
Finland	825	746	79
France	3,018	2,428	590
Galicia	8,284	7,110	1,174
Germany	7,356	5,736	1,620
Greece	265	39	226
Holland	1,097	783	314
Hungary	6,249	4,988	1,261
Iceland	1,162	848	314
Italy	297	277	120
Jugo-Slavia	806	448	358
Norway	9,484	8,263	1,221
Poland	5,973	4,370	1,603
Roumania	8,447	6,558	1,889
Russia	27,227	21,958	5,269
Sweden	7,282	6,176	1,106
Switzerland	783	629	154
Ukraine	10,607	8,671	1,936
Other	383	304	79
<i>Total Asia</i>	3,158	442	2,716
<i>United States</i>	75,348	56,862	18,486
<i>Other countries</i>	278	203	75
<i>At sea</i>	75	49	26

—Adapted from Tables 29 and 28, Census of 1926.

We next show the total immigrant population, divided according to sex and date of arrival in Canada, followed by tables showing the numerical and per cent. distribution of the immigrant population by year of arrival in Canada.

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Year of Immigration	British Born			Foreign Born			Per cent. of Immigrants	
	Total No.	Male No.	Female No.	Total No.	Male No.	Female No.	British %	Foreign %
1926 (5 mos.)	8,665	1,645	1,053	5,967	4,715	1,252	31.14	68.86
1925	7,615	1,101	934	5,580	3,327	2,253	26.72	73.28
1924	7,814	1,337	1,019	5,458	3,334	2,124	30.15	69.85
1923	7,523	1,453	910	5,130	2,930	2,200	31.31	68.19
1922	4,119	898	773	2,448	1,339	1,109	40.57	59.43
1921	2,659	1,236	1,423	3,082	1,657	1,425	46.32	53.68
1916-20	25,921	4,335	6,147	15,439	8,158	7,281	40.44	59.56
1911-15	76,109	13,222	12,070	50,817	29,800	21,017	33.23	66.77
Before 1911	149,001	31,068	17,551	100,382	57,911	42,471	32.63	67.37
Total with year reported	292,508	56,295	41,910	194,303	113,171	81,132	33.57	66.43
Total with year not reported	2,727	578	393	1,756	938	818	35.61	64.39
Total for all years	295,235	56,873	42,303	196,059	114,109	81,950	33.59	66.41

Cf. Table 37, Census of 1926.

NUMERICAL DISTRIBUTION OF THE IMMIGRANT POPULATION OF SASKATCHEWAN BY YEAR OF ARRIVAL IN CANADA.

Province and Class	All years	Year of Arrival in Canada									Not stated
		1926 5 mos.	1925	1924	1923	1922	1921	1916- 1920	1911- 1915	Before 1911	
Province	295,235	8,665	7,615	7,814	7,523	4,119	5,741	25,921	76,109	149,001	2,727
Male	170,982	6,360	4,428	4,671	4,383	2,237	2,893	12,493	43,022	88,979	1,516
Female	124,253	2,305	3,187	3,143	3,140	1,882	2,848	13,428	33,087	60,022	1,211
British	99,176	2,698	2,035	2,356	2,393	1,671	2,659	10,482	25,292	48,619	971
Male	56,873	1,645	1,101	1,337	1,453	898	1,236	4,335	13,222	31,068	578
Female	42,303	1,053	934	1,019	940	773	1,423	6,147	12,070	17,551	393
Foreign	196,059	5,967	5,580	5,458	5,130	2,448	3,082	15,439	50,817	100,382	1,756
Male	114,109	4,715	3,327	3,334	2,930	1,339	1,657	8,158	29,800	57,911	938
Female	81,950	1,252	2,253	2,124	2,200	1,109	1,425	7,281	21,107	42,471	818

—Table 38, Census of 1926.

PER CENT. DISTRIBUTION OF THE IMMIGRANT POPULATION IN SASKATCHEWAN BY YEAR OF ARRIVAL IN CANADA.

Province and Class	Per cent. of total immigrants arriving in--										Per cent. of immigrants with year	
	All years	1926	1925	1924	1923	1922	1921	1916 to 1920	1911 to 1915	Before 1911	Reported	Not reported
Province	100.0	2.93	2.58	2.65	2.55	1.40	1.94	8.78	25.78	50.47	99.08	.92
Male	100.0	3.72	2.59	2.73	2.56	1.31	1.69	7.31	25.16	52.04	99.11	.89
Female	100.0	1.86	2.56	2.53	2.53	1.51	2.29	10.81	26.63	48.31	99.03	.97
British	100.0	2.72	2.05	2.38	2.41	1.69	2.68	10.57	25.50	49.02	99.02	.98
Male	100.0	2.89	1.94	2.35	2.55	1.58	2.17	7.62	23.25	54.63	98.98	1.02
Female	100.0	2.49	2.21	2.41	2.22	1.83	3.36	14.53	28.53	41.49	99.07	.93
Foreign	100.0	3.04	2.85	2.78	2.62	1.25	1.57	7.87	25.92	51.20	99.10	.90
Male	100.0	4.13	2.92	2.92	2.57	1.17	1.45	7.15	26.12	50.75	99.18	.82
Female	100.0	1.53	2.75	2.59	2.68	1.35	1.74	8.88	25.65	51.83	99.00	1.00

—Table 39 of Census, 1926.

CITIZENSHIP OF FOREIGN BORN POPULATION OF THE PROVINCE OF
SASKATCHEWAN, CLASSIFIED ACCORDING TO BIRTHPLACE,
AGE AND SEX, 1926.

Birthplace	Per Cent. Foreign Born Males				Per Cent. Foreign Born Females			
	Naturalised		Alien		Naturalised		Alien	
	All ages	21 years and over	All ages	21 years and over	All ages	21 years and over	All ages	21 years and over
All Foreign Countries	66.33	68.69	33.67	31.31	75.15	79.37	24.85	20.63
Europe	64.79	67.67	35.21	32.33	73.15	77.58	26.85	22.42
Austria	67.11	68.50	32.89	31.50	79.13	81.71	20.87	18.29
Belgium	64.84	69.86	35.16	30.14	67.07	72.21	32.93	27.79
Bulgaria	51.06	45.00	48.94	55.00	73.33	72.00	26.67	28.00
Czechoslovakia	38.66	38.42	61.34	61.58	73.60	76.58	26.40	23.42
Denmark	42.20	44.64	57.80	55.36	61.42	66.37	38.58	33.63
Finland	60.12	62.55	39.88	37.45	79.98	80.66	20.02	19.34
France	36.14	37.47	63.86	62.53	83.66	84.70	16.34	15.30
Galicia	71.39	72.88	28.61	27.12	79.61	82.03	20.39	17.97
Germany	63.96	68.25	36.04	31.72	70.04	75.02	29.96	24.98
Greece	60.19	63.30	39.81	36.70	57.63	57.14	42.37	42.86
Holland	53.04	55.38	46.96	44.62	72.12	76.10	27.88	23.90
Hungary	50.39	53.41	49.61	46.59	69.90	76.90	30.10	23.10
Iceland	89.42	89.80	10.58	10.20	89.95	90.77	10.05	29.23
Italy	57.61	58.37	42.39	41.63	71.90	73.58	28.10	26.42
Jugo-Slavia	41.05	42.34	58.95	57.66	61.26	66.50	38.74	33.50
Norway	71.46	73.91	28.54	26.09	79.07	81.81	20.93	18.19
Poland	54.08	55.46	45.92	44.54	69.94	73.74	30.06	26.26
Roumania	73.69	75.48	26.31	24.52	80.69	83.40	19.31	16.60
Russia	62.22	67.05	37.77	32.95	64.79	70.59	35.21	29.41
Sweden	75.26	77.13	24.74	22.87	82.80	85.09	17.20	14.91
Switzerland	42.11	43.46	57.89	56.54	63.56	66.67	36.44	33.33
Ukraine	66.85	70.34	33.15	29.66	72.69	78.85	27.31	21.15
Other	62.71	63.13	37.29	36.87	65.31	68.46	34.69	31.54
Asia	15.09	16.20	84.91	83.80	62.09	62.42	37.91	37.58
China	9.01	9.61	90.99	90.39	22.73	11.76	77.27	88.24
Japan	66.67	66.67	33.33	33.33	38.89	41.18	61.11	58.82
Other	69.83	74.76	30.17	25.24	80.00	83.67	20.00	16.33
United States	72.65	75.02	27.35	24.98	77.96	82.33	22.04	17.67
Other countries	69.92	80.00	30.08	20.00	81.38	86.60	18.62	13.40

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A special study, issued in 1929, shows some interesting facts in connection with the question of racial distribution of the population. The racial composition of the various provinces is as follows:

Province	Per cent. British origin	Per cent. French origin	Per cent. other Euro- origin	Per cent. Asiatic origin
CANADA	55.40	27.91	14.16	0.75
Prince Edward Island	85.34	13.51	0.67	0.11
Nova Scotia	77.81	10.31	9.34	0.28
New Brunswick	65.23	31.22	2.53	0.21
Quebec	15.12	80.01	3.85	0.22
Ontario	77.79	8.46	11.99	0.31
Manitoba	57.53	6.66	32.99	0.28
Saskatchewan	52.86	5.56	39.14	0.43
Alberta	59.79	5.25	31.16	0.73
British Columbia	73.87	2.14	11.63	7.57

—Taken from Census Study—1929, p. 20.

Saskatchewan and Alberta show nearly thirty per cent. foreign born as compared with some twenty per cent. for Manitoba and British Columbia, six per cent. for Ontario, and little over one per cent. for Prince Edward Island. Saskatchewan has twice as many immigrant residents of non-British as of British birth. The prairie provinces as a whole show Southern, Eastern and Central European populations proportionately much in excess of those of the eastern provinces.

In the matter of rural and urban distribution there is a striking difference between various races of immigrants. About twenty-five per cent. of the people of Canada reside in cities of 25,000 or over. Among the immigrants the Hebrews and Asiatics show the greatest tendency to congregate in cities, the British next, the Latin and Greek stocks next, the people of South-eastern and Central Europe next, the Slavs next, immigrants from the United States next, those of German next, the Northwestern Europeans next, and the Scandinavians least of all.

The following table, which does not deal with immigrants only, but with all residents, shows the percentage of specified origins in cities of 25,000 or over in Canada in the year 1921:

Alphabetical Arrangement		Arrangement according to Rank		
Origins	Per cent.	Origins	Per cent.	Rank
British	28.17	Hebrew	84.06	1
French	22.45	Greek	64.20	2
Austrian	13.24	Italian	47.92	3
Belgian	17.29	Chinese	44.87	4
Chinese	44.87	Syrian	41.85	5
Czech	10.80	Negro	35.97	6
Danish	17.82	Various	34.85	7
Dutch	11.84	Unspecified	33.05	8
Finnish	5.96	Japanese	29.52	9
German	9.39	British	28.17	10
Greek	64.20	Polish	28.10	11
Hebrew	84.06	Roumanian	26.15	12
Hungarian	10.93	Serbo-Croatian	23.63	13
Icelandic	16.06	French	22.45	14
Indian	9.53	Danish	17.82	15
Italian	47.92	Swiss	17.64	16
Japanese	29.52	Belgian	17.29	17
Negro	35.97	Icelandic	16.06	18
Norwegian	6.55	Galician	13.34	19
Polish	28.10	Austrian	13.24	20
Roumanian	26.15	Russian	13.14	21
Russian	13.14	Dutch	11.84	22
Serbo-Croatian	23.63	Ruthenian	11.83	23
Swedish	10.11	Hungarian	10.93	24
Swiss	17.64	Czech	10.80	25
Syrian	41.85	Swedish	10.11	26
Bukovinian	2.66	Indian	9.53	27
Galician	13.34	German	9.39	28
Ruthenian	11.83	Ukrainian	8.38	29
Ukrainian	8.38	Norwegian	6.55	30
Unspecified	33.05	Finnish	5.96	31
Various	34.85	Bukovinian	2.66	32

—Taken from Census Study of 1929, page 114.

It is interesting to note that in Eastern Canada immigrants from Southern, Eastern and Central Europe tend to urban settlement, while in the West the reverse is the case. Northern Europeans are rather rural than urban in all parts of Canada. The following table illustrates these tendencies:

COUNTRY OF BIRTH	Canada per cent. urban	Prince Edward Island per cent. urban	Nova Scotia per cent. urban	Quebec per cent. urban	Ontario per cent. urban	Manitoba per cent. urban	Saskatchewan per cent. urban	Alberta per cent. urban	British Columbia per cent. urban
SCANDINAVIAN									
Denmark	31.49	100.00	71.43	82.24	57.11	35.24	18.42	19.64	39.86
Iceland	37.57	.....	100.00	100.00	65.69	40.74	23.61	34.85	39.81
Norway	21.86	.....	69.66	37.28	55.89	31.20	12.01	15.51	33.58
Sweden	24.60	50.00	51.30	87.03	44.94	33.61	12.83	15.38	26.89
Total	25.75	.....	62.90	90.05	50.00	36.46	13.55	16.36	30.68
GERMANIC									
Belgium	40.64	.....	77.87	87.84	24.06	32.81	14.75	29.20	45.57
Germany	37.23	.....	56.44	77.06	52.27	39.65	19.86	20.63	38.84
Holland	40.90	.....	62.74	91.40	61.53	36.18	25.41	30.14	37.28
Total	38.74	.....	68.90	85.26	47.91	35.68	19.28	24.62	40.43
LATIN AND GREEK									
France	52.37	37.50	68.67	82.73	68.87	27.35	18.03	34.77	46.29
Greece	89.33	100.00	97.59	99.10	89.66	93.23	89.14	78.80	67.70
Italy	75.81	.....	80.80	94.05	79.36	86.01	31.85	42.44	52.73
Roumania	51.12	100.00	94.39	97.28	80.07	49.16	16.07	18.45	34.97
Total	63.97	.....	76.86	91.77	79.14	45.84	18.63	32.06	51.72
SLAVIC									
Austria	35.33	50.00	75.20	94.16	60.97	31.78	21.86	23.61	39.51
Bulgaria	52.83	.....	95.65	88.68	59.21	90.00	11.56	32.08	26.47
Czechoslovakia	41.42	.....	42.69	77.27	85.30	51.25	16.72	32.19	25.81
Galicia	24.39	.....	89.13	87.50	66.94	26.15	9.72	10.84	28.20
Jugo-Slavia	49.69	.....	97.92	93.33	58.64	77.33	42.41	35.11	37.85
Ukraine	41.85	.....	100.00	96.90	83.20	37.92	25.72	13.63	23.71
Poland	67.30	100.00	83.98	93.67	86.06	57.69	23.28	29.27	49.66
Russia	56.25	100.00	92.29	97.46	86.82	58.66	20.53	30.38	22.37
Total	46.88	.....	84.92	96.47	79.88	41.31	19.57	23.60	29.55

—Taken from Census Study—1929, p. 108.

In the matter of intermarriage there is a great difference between various stocks. The following table treats of this:

PERCENTAGES OF MARRIED MEN AND WOMEN OF CONTINENTAL EUROPEAN ORIGIN MARRIED INTO THE BRITISH STOCKS AND HAVING CHILDREN BORN TO THEM IN 1921.

Origin	Men Per cent. married into British stock	Women Per cent. married into British stock
NORTHWESTERN EUROPEANS		
Dutch	43.4	40.3
Icelandic	13.2	21.6
German	16.8	18.8
Danish	34.5	39.4
Swiss	36.8	37.3
Swedish	21.5	24.7
Belgian	9.5	11.3
Norwegian	22.6	23.2
Total	21.3	22.3
SOUTH, EASTERN AND CENTRAL EUROPEANS		
Italian	11.1	1.4
Galician .....	.5	.3
Czecho-slovak	9.6	11.3
Serbo-Croatian	8.9	4.4
Russian	4.4	3.7
Polish	3.6	3.9
Austrian	1.3	1.6
Hungarian	1.9	5.0
Greek	27.5	1.0
Ukrainian	0.7	0.4
Roumanian	3.3	1.2
Finnish	4.1	5.0
Bulgarian	23.5	.....
Total	4.2	2.1

- Taken from Census Study—1929, Table 65.

The next table shows the tendency toward naturalisation shown by various races in the different provinces, and it is interesting to note that in the desire to assume the obligations of citizenship the foreign born residents in Saskatchewan markedly exceed those of every province except Prince Edward Island. The figures follow:

BIRTHPLACE	Per Cent. Naturalised in—									
	Canada	Prince Edward Island	New Brunswick	Quebec	Manitoba	Saskatchewan	Alberta	British Columbia		
Europe	57.9	80.6	29.7	47.4	43.6	39.6	67.3	74.0	65.5	49.9
Austria	59.4	.....	12.8	40.3	45.8	24.2	63.1	73.3	65.8	43.8
Belgium	42.1	.....	17.3	27.8	28.8	18.5	49.8	61.9	53.8	60.1
Bulgaria	22.4	.....	.....	30.1	10.3	.....	63.0	49.1	20.6	.....
Czechoslovakia..	55.7	.....	28.7	.....	33.3	31.6	63.2	72.1	60.7	53.7
Denmark	56.3	.....	52.0	58.1	45.1	47.8	58.2	65.7	53.7	57.6
Finland	45.7	.....	.....	36.0	35.4	48.5	72.3	76.1	57.5	.....
France	55.2	.....	26.5	47.5	33.7	51.5	77.1	79.2	63.6	58.2
Galicia	65.3	.....	18.5	.....	18.2	22.1	69.6	76.2	71.7	25.1
Germany	65.9	.....	28.4	45.5	45.5	66.6	69.2	72.8	64.1	58.6
Greece	29.3	.....	31.3	14.3	23.0	32.0	30.8	40.3	34.6	28.8
Holland	48.4	.....	15.7	21.9	28.0	41.1	44.3	67.1	48.7	53.2
Hungary	72.3	.....	30.7	.....	45.6	34.8	76.3	82.5	73.2	52.4
Iceland	36.4	.....	.....	.....	67.7	87.6	85.8	90.9	73.8	.....
Italy	30.2	.....	17.4	14.1	26.8	28.1	44.3	51.7	40.0	36.8
Jugo-Slavia	33.7	.....	56.3	.....	33.3	17.4	58.7	63.0	31.9	30.6
Norway	71.7	.....	61.8	58.7	38.5	52.6	71.3	79.8	74.4	58.5
Poland	51.0	.....	25.8	58.9	34.4	43.7	65.8	67.7	58.7	44.4
Roumania	60.5	.....	22.4	44.0	55.7	29.9	65.5	76.8	67.8	45.8
Russia	62.4	.....	50.0	60.4	57.6	51.4	69.0	71.0	65.4	45.7
Sweden	67.4	.....	57.4	50.4	42.0	48.6	74.3	78.8	73.7	55.2
Switzerland	53.9	.....	.....	.....	37.7	54.7	54.9	61.4	60.2	51.0
Ukraine	54.7	.....	13.9	.....	24.8	16.7	63.6	73.6	66.0	38.4
China	4.8	.....	6.0	18.1	6.7	9.3	5.9	5.6	7.8	2.7
Japan	33.5	.....	.....	.....	40.0	40.8	23.8	50.5	29.1	33.4
Syria	58.4	.....	71.3	65.6	45.4	57.4	80.0	83.7	68.8	73.8
Turkey	46.6	.....	.....	.....	39.3	45.9	73.1	.....	42.6	37.0
United States	63.6	82.2	79.2	73.1	71.1	58.7	55.1	69.0	61.4	57.0
Total	57.8	81.3	55.5	67.2	54.5	46.3	64.1	70.9	61.9	40.5

—Page 151—Census Study, 1929. Figures as in 1921.

The last table illustrates the very important fact that, despite the undoubted problem presented by heavy non-British immigration into this province, here, in common with British Columbia and Alberta, there is a marked tendency toward the increase of the British percentage in the population, in contrast with the slow but steady lessening of percentage of British stock in the older provinces.

PERCENTAGE DISTRIBUTION OF THE POPULATION OF VARIOUS ORIGINS IN CANADA, BY PROVINCES, 1901, 1911, 1921.

Geographical Division	British origin	French origin	1921 Other European	Indian origin	Asiatic origin	British origin	French origin	1911 Other European	Indian origin	Asiatic origin	British origin	French origin	1911 Other European	Asiatic origin	Indian origin	French origin	1911 Other European	Asiatic origin	Indian origin
CANADA	55.40	27.91	14.16	1.26	0.75	54.08	28.52	12.81	1.46	0.80	57.03	30.70	8.51	0.41	2.38	30.70	8.51	0.41	2.38
Prince Edward Island	85.34	13.51	0.67	0.27	0.11	84.23	13.99	0.97	0.26	0.03	85.11	13.43	0.97	.....	0.25	13.43	0.97	.....	0.25
Nova Scotia	77.81	10.81	9.34	0.39	0.28	76.92	10.51	10.14	0.39	0.14	78.13	9.83	10.15	0.02	0.35	9.83	10.15	0.02	0.35
New Brunswick	65.23	31.22	2.53	0.34	0.21	65.33	28.02	3.08	0.44	0.09	71.73	24.15	2.84	0.02	0.44	24.15	2.84	0.02	0.44
Quebec	15.12	80.01	3.85	0.49	0.22	15.76	80.04	2.97	0.60	0.11	17.60	80.18	1.36	0.06	0.62	80.18	1.36	0.06	0.62
Ontario	77.79	8.46	11.99	0.91	0.31	76.25	8.01	12.83	1.07	0.18	79.35	7.27	11.39	0.03	1.13	7.27	11.39	0.03	1.13
Nanitoia	57.53	6.66	32.99	2.27	0.28	57.77	6.71	29.09	2.87	0.21	64.35	6.28	22.36	0.08	6.37	6.28	22.36	0.08	6.37
Saskatchewan	52.86	5.56	39.14	1.70	0.49	50.97	4.72	35.85	2.33	0.25	43.92	2.89	33.30	0.05	19.43	2.89	33.30	0.05	19.43
Alberta	59.79	5.25	31.16	2.47	0.73	51.46	5.29	30.22	3.05	0.56	47.80	6.18	26.84	0.34	18.38	6.18	26.84	0.34	18.38
British Columbia	73.87	2.14	11.63	4.27	7.57	64.38	2.27	14.61	5.13	7.84	59.56	2.57	12.48	10.90	16.20	2.57	12.48	10.90	16.20

Table XL-A—Census Study of 1929.

PERCENTAGE DISTRIBUTION OF THE POPULATION OF VARIOUS ORIGINS IN CANADA, BY PROVINCES, 1901, 1911, 1921.

Geographical Division	Irish Origin		French Origin		Per Cent. European Origin		Per Cent. Asiatic Origin		Per Cent. Indian Origin	
	1921	1901	1921	1901	1921	1901	1921	1901	1921	1901
CANADA	55.40	54.08	29.71	28.52	14.16	12.81	0.75	0.60	1.26	1.46
Prince Edward Island	85.34	84.23	13.51	13.99	0.67	0.97	0.11	0.03	0.37	0.25
Nova Scotia	77.8	76.92	10.81	10.51	9.34	10.14	0.28	0.14	0.39	0.35
New Brunswick	65.23	65.35	31.22	28.02	2.53	3.08	0.21	0.09	0.34	0.44
Quebec	15.12	15.76	80.01	80.04	3.85	2.97	0.22	0.11	0.06	0.62
Ontario	77.79	76.25	8.46	8.01	11.99	12.85	0.31	0.18	0.92	1.15
Manitoba	57.53	57.77	6.66	6.71	32.99	28.09	0.28	0.21	2.27	2.87
Saskatchewan	52.80	50.97	5.56	4.72	39.74	45.85	0.45	0.25	1.76	19.73
Alberta	59.79	51.46	5.25	5.29	31.16	30.22	0.73	0.56	2.47	18.38
British Columbia	75.87	64.38	2.14	2.27	11.63	14.61	1.57	7.84	4.27	5.13

Table NL-B--Census Study of 1929.

Appendix IV

SURVEY OF THE PRESENT CONDITION OF AGRICULTURE.

The present position of agriculture in this province cannot be described solely by means of statistics, but certain figures will be useful to furnish some basis on which to judge it.

SASKATCHEWAN STATISTICS.

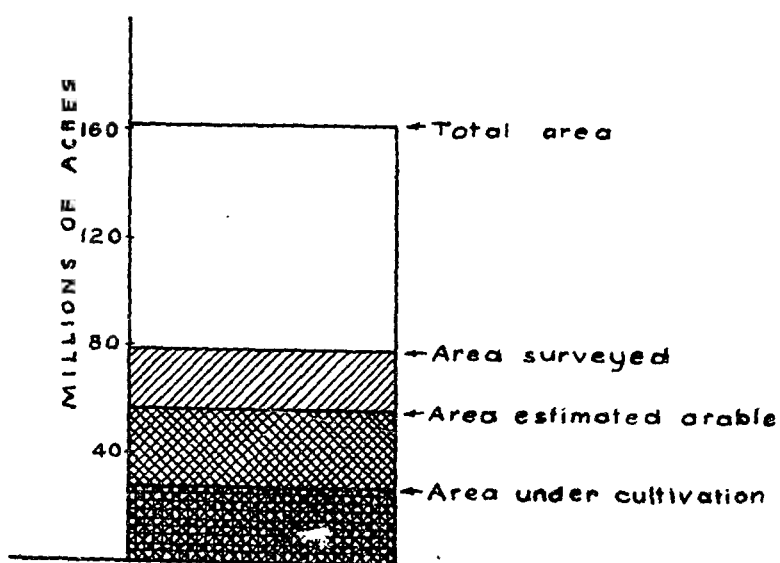
	Acres
Total area of Saskatchewan.....	161,088,000
Area of land.....	155,764,480
Area of water.....	5,323,520
Area surveyed, January 1, 1929.....	79,153,099
Area estimated arable land.....	58,000,000
Area under cultivation in 1928.....	27,933,204
Area under wheat.....	13,790,854
Area under oats.....	4,358,747
Area under rye.....	471,073
Area under barley.....	1,621,463
Area under flax.....	279,414
Area under corn.....	14,958
Area under other crops.....	583,471
Area under pasture.....	408,670
Area under new breaking.....	524,637
Area under summerfallow.....	5,879,917

(Page 6. Report of Secretary of Statistics, Department of Agriculture of the Province of Saskatchewan for 1929.)

These figures, with the chart appended hereto, taken from the Twenty-second Annual Report of the Secretary of Statistics, and covering farm operations for the season of 1928, show that nearly fifty per cent. of the estimated arable area of the province is actually under cultivation, although this estimate probably does not take into account at least some land cropped in 1928, but not considered as suited for agriculture. The grain produced from Saskatchewan farms each year is shown in the following tables:

Chart I

AREAS OF SASKATCHEWAN 1929



Data from Report of Secretary
of Statistics, Dept of Agriculture

COMPARATIVE ACREAGE, PRODUCTION AND YIELD OF WHEAT, OATS AND BARLEY FOR SASKATCHEWAN FOR THE YEARS
1905 TO 1928 INCLUSIVE.

Year	WHEAT			OATS			BARLEY		
	Acreage	Yield (bu.)	Production	Acreage	Yield (bu.)	Production	Acreage	Yield (bu.)	Production
1928.....	13,790,854	23.3	321,215,000	4,358,747	35.8	156,043,000	1,621,463	27.3	44,266,000
1927.....	12,979,279	19.5	252,500,300	4,412,556	32.3	142,526,000	925,889	29.3	27,129,000
1926.....	13,558,384	16.2	219,646,000	3,921,461	28.1	110,193,000	872,140	25.1	21,891,000
1925.....	13,002,741	18.5	240,651,000	5,071,507	34.5	174,967,000	1,065,398	25.4	27,061,000
1924.....	13,033,000	10.2	132,918,000	4,942,465	19.7	97,345,000	953,851	18.2	17,360,000
1923.....	12,791,000	21.2	271,622,000	4,898,771	44.5	218,075,000	640,402	30.0	19,278,200
1922.....	12,332,297	20.2	250,167,000	5,098,104	35.2	179,708,000	636,456	29.0	18,511,000
1921.....	13,556,708	13.7	188,000,000	5,681,522	32.7	185,966,000	497,730	25.9	12,908,736
1920.....	10,061,069	11.2	113,135,274	5,106,822	27.7	141,549,000	519,014	20.2	10,501,494
1919.....	10,587,363	8.5	89,893,685	4,837,747	23.1	112,156,969	492,586	18.2	8,970,501
1918.....	9,249,260	10.0	92,493,000	4,988,499	21.5	107,253,000	699,296	17.0	11,888,000
1917.....	8,273,253	14.2	117,921,300	4,521,642	27.2	123,213,600	669,927	21.0	14,067,900
1916.....	8,532,700	14.2	121,864,454	3,543,600	39.1	138,822,716	357,400	26.5	9,469,426
1915.....	8,523,600	25.2	214,794,720	3,200,400	45.9	146,898,360	285,000	33.2	9,462,000
1914.....	6,003,522	12.4	74,610,643	2,792,611	23.8	66,698,953	313,537	17.9	5,627,783
1913.....	5,760,249	19.5	112,369,405	2,638,562	41.7	110,210,436	307,177	30.2	9,279,263
1912.....	5,384,092	19.9	107,167,700	2,421,932	44.4	107,619,948	267,139	31.1	8,319,584
1911.....	5,256,474	18.5	97,244,769	2,332,912	45.0	104,981,040	273,988	28.0	7,671,664
1910.....	4,664,834	15.5	72,666,399	2,082,607	30.4	63,315,295	238,394	24.5	5,859,018
1909.....	4,085,000	22.1	90,215,000	2,240,000	47.1	105,465,000	244,000	32.1	7,833,000
1908.....	3,703,553	13.6	50,654,629	1,772,976	27.2	48,379,838	229,574	17.2	3,965,724
1907.....	2,047,724	13.5	27,691,601	801,810	29.0	23,324,003	79,339	17.9	1,350,265
1906.....	1,730,586	21.4	37,040,098	369,873	37.4	23,965,528	53,565	24.5	1,316,415
1905.....	1,130,084	23.0	26,107,286	449,936	42.7	19,213,055	32,946	27.1	893,396
10-year average—1919-1928.....	12,569,269	16.5	207,974,826	4,832,970	31.4	151,862,897	822,493	25.3	20,787,693

Report of Secretary of Statistics for 1929.

COMPARATIVE PRODUCTION OF FLAX, RYE AND POTATOES FOR SASKATCHEWAN FOR THE YEARS 1905-1928 AND 1916-1928 INCLUSIVE.

Year	FLAX			RYE			POTATOES		
	Acreage	Yield (bu.)	Production	Acreage	Yield (bu.)	Production	Acreage	Yield (cwt.)	Production
1928.....	279,414	9.5	2,654,000	471,073	17.9	8,412,000	42,800	71.3	3,052,000
1927.....	330,675	10.2	3,373,000	358,215	23.9	8,561,000	44,143	87.2	3,849,000
1926.....	519,984	7.2	3,744,000	307,499	17.7	5,454,000	33,025	67.6	2,232,000
1925.....	953,776	7.8	7,439,000	269,768	16.7	4,512,000	45,000	80.5	3,623,000
1924.....	927,082	6.6	6,119,000	178,094	14.1	2,507,000	44,516	48.0	2,137,000
1923.....	465,653	11.8	5,493,800	568,924	15.0	8,582,000	47,368	92.3	4,370,000
1922.....	466,177	8.7	4,079,000	900,931	18.0	16,164,000	55,600	72.2	4,012,000
1921.....	46,849	7.3	3,118,946	1,208,299	12.3	14,861,279	58,606	105.9	6,206,400
1920.....	1,140,921	5.0	5,705,000	172,449	13.8	2,381,622	53,814	78.5	4,116,600
1919.....	929,945	4.8	4,489,761	190,482	10.5	2,000,361	66,176	102.0	6,750,000
1918.....	840,957	5.0	4,205,000	123,500	11.5	1,420,000	59,783	63.8	4,170,540
1917.....	753,700	6.2	4,700,810	53,250	18.7	998,400	67,700	79.8	5,406,000
1916.....	519,500	10.4	5,452,549	22,759	24.0	548,000	46,989	95.5	4,391,400
1915.....	697,000	11.2	7,806,400	7,207	28.1	203,000	34,885	66.2	2,395,200
1914.....	802,794	6.3	5,086,745	.....	.....	.....	.....	.....	.....
1913.....	976,137	12.0	11,654,280	.....	.....	.....	.....	.....	.....
1912.....	1,111,651	12.7	14,171,214	.....	.....	.....	.....	.....	.....
1911.....	682,000	11.3	7,706,800	.....	.....	.....	.....	.....	.....
1910.....	396,230	7.6	3,043,138	.....	.....	.....	.....	.....	.....
1909.....	319,100	13.9	4,448,700	.....	.....	.....	.....	.....	.....
1908.....	264,728	9.7	2,580,352	.....	.....	.....	.....	.....	.....
1907.....	128,528	10.6	1,364,716	.....	.....	.....	.....	.....	.....
1906.....	76,005	9.3	710,639	.....	.....	.....	.....	.....	.....
1905.....	25,315	15.7	398,399	.....	.....	.....	.....	.....	.....
10-year average—1919-1928.....	644,048	7.2	4,621,551	462,573	15.9	7,343,526	49,105	82.2	4,034,800

Report of Secretary of Statistics for 1929.

The next table shows a comparative statement of the value of grain and field crops and farm products, together with the value of live stock, 1916-1928:

COMPARATIVE VALUES OF GRAIN AND FIELD CROPS, FARM PRODUCTS AND LIVESTOCK FOR THE YEARS 1916-1928 INCLUSIVE.

Year	Grain crops	Field crops	Farm products	*Live stock	Total
1928.....	\$338,245,000	\$11,058,000	\$35,443,400	\$136,265,000	\$521,011,400
1927.....	336,075,000	12,653,000	33,523,000	135,075,000	517,326,000
1926.....	303,376,000	6,477,000	35,450,300	122,223,000	467,526,300
1925.....	351,990,000	12,687,000	35,017,480	135,112,000	534,806,480
1924.....	227,940,000	10,156,000	32,815,285	125,088,000	395,999,285
1923.....	251,296,720	10,267,020	35,274,272	108,276,000	405,114,212
1922.....	287,270,600	9,606,600	32,850,800	130,244,000	459,972,000
1921.....	200,721,461	14,965,000	32,914,436	156,112,000	494,712,897
1920.....	253,902,950	17,310,100	38,397,166	179,648,000	489,258,216
1919.....	320,202,959	18,353,200	29,456,847	246,449,000	614,462,006
1918.....	284,765,000	14,673,100	21,521,892	259,148,000	580,107,992
1917.....	334,575,400	15,186,400	16,399,925	219,280,000	585,441,725
1916.....	248,052,870	16,552,838	10,552,945	194,157,000	469,315,653

*NOTE: Livestock item is really a capital item, and does not represent production for the year.

Cf. Page 36, 1929, Statistics of the Province of Saskatchewan, Department of Agriculture.

It is to be noted that while there are great variations in the proportions of the various items in this statement from year to year (due to great variations in yield per acre and price per unit), certain general tendencies are visible. The value of grain crops, for example, tends to increase, while the value of field crops (peas, beans, mixed grains, potatoes, roots, corn, hay, clover and alfalfa) shows a general diminution. The value of livestock also tends to lessen. This might give the impression that grain growing was very rapidly outstripping other types of agricultural production, but a more careful analysis will indicate that this is incorrect. The number of live stock in the province actually tends to increase almost as rapidly as does the grain acreage, the following table showing the growth of the live stock industry in the province.

LIVE STOCK IN SASKATCHEWAN 1901-1928.

Year	Horses and mules	Cattle	Sheep	Swine
1928.....	1,141,281	1,181,379	183,098	602,156
1927.....	1,168,314	1,304,290	170,038	616,603
1926.....	1,109,516	1,160,125	161,831	597,660
1925.....	1,177,599	1,499,411	131,359	610,973
1924.....	1,179,782	1,528,867	123,326	872,819
1923.....	1,145,875	1,535,087	137,240	669,867
1922.....	1,152,409	1,602,786	191,937	563,069
1921.....	1,179,389	1,563,332	188,021	432,776
1920.....	948,280	1,324,062	160,918	321,900
1919.....	1,092,974	1,379,563	146,911	432,367
1918.....	1,000,076	1,279,331	134,177	521,240
1917.....	888,673	1,211,090	127,892	573,938
1916.....	841,507	1,011,393	124,237	530,727
1915.....	667,443	931,561	192,024	329,246
1914.....	640,035	880,498	177,752	477,360
1913.....	609,500	857,250	141,000	406,100
1912.....	592,220	820,825	128,198	324,880
1911.....	574,972	777,502	125,072	333,218
1910.....	552,574	752,050	164,855	329,046
1909.....	429,776	828,180	152,601	352,385
1908.....	343,863	743,087	144,370	426,579
1906.....	240,566	472,854	121,290	123,916
1901.....	83,461	217,053	73,079	27,753

Cf. Page 41, 1929 Statistics of the Province of Saskatchewan, Department of Agriculture.

It must be noted that the total number or value of live stock in the province at any time is at least partly a capital item and does not reflect value of production. The real comparison between grain growing and other forms of agricultural production is as between quantity of grain acreage sown and actual volume of other farm products, and while it is impossible to show this accurately, reference to the table of comparative values of production will show that the proportion of other farm products to grain, measured by value, indicates a very steady and rapid increase in the relative production of mixed farming. The principal type of mixed farming in this province is dairying, and the following table shows the increase in the annual dairy production as compared with the acreage sown to grain.

ESTIMATED ACREAGE AND VALUE OF GRAIN CROPS, AND ESTIMATED
VALUE OF ALL DAIRY PRODUCTS FOR SASKATCHEWAN, 1916-1928.

Year	Acreage in grain crops (acres)	Value of grain crops (\$)	Value of all dairy products (\$)
1916.....	12,953,400	248,052,870	1,817,740
1917.....	14,271,772	334,575,400	8,600,000
1918.....	15,434,655	284,765,000	11,062,213
1919.....	17,017,823	320,202,959	16,769,847
1920.....	17,000,275	253,902,950	23,043,048
1921.....	21,371,108	200,721,461	18,774,436
1922.....	19,433,965	287,270,600	18,620,000
1923.....	19,364,750	251,296,720	18,835,399
1924.....	20,034,492	227,940,000	19,219,700
1925.....	20,363,190	351,990,000	21,063,171
1926.....	19,179,468	303,376,000	20,810,300
1927.....	19,006,614	336,075,000	19,610,000
1928.....	20,521,551	338,245,000	20,606,400

NOTE: "Grain crops" includes wheat, oats, barley, flax and rye.

"Dairy Products" includes all butter, cheese, ice cream and milk produced.

--From Reports of Secretary of Statistics, Department of Agriculture, 1916-1928.

This production is obtained from 117,781 farms, with a total area of 45,945,410 acres, or an average of 389.7 acres per farm.

The proportion of farms of varying size in this total, and the tendency to a maintenance of the small proportion of those of less than 100 acres, to the lessening of the proportion of those of 100 to 200 acres, and to a steady increase in the proportion of those of over 200 acres, is shown in the following table:

FARM HOLDINGS BY SIZE IN SASKATCHEWAN FOR CENSUS YEARS
1901-1926.

Census year	Number of Holdings					Per Cent. of Holdings			
	Total	Under 51 acres	51- 100 acres	101- 200 acres	201 acres and over	Under 51 acres	51- 100 acres	101- 200 acres	201 acres and over
1901.....	No. 13,445	No. 148	No. 72	No. 8,641	No. 5,184	% 1.10	% 0.53	% 59.81	% 38.56
*1906.....	55,971	.....	.....	.....	.....	.....	.....	.....	.....
1911.....	95,013	657	598	48,330	45,428	0.69	0.63	50.87	47.81
1916.....	104,006	643	476	39,256	63,631	0.62	0.46	37.74	61.18
1921.....	119,451	1,025	797	37,059	80,570	0.86	0.67	31.02	67.45
1926.....	117,781	1,226	759	33,276	82,520	1.04	0.65	28.25	70.06

*Figures not given.
Table 56, Census, 1926.

A steady increase is to be noted in the proportion of improved land to the unimproved area of occupied farms.

IMPROVED AND UNIMPROVED FARM LAND IN SASKATCHEWAN,
1901-1926.

Census Year	Total acres	Improved acres	Unimproved acres
1901.....	3,833,434	1,122,602	2,710,832
*1906.....			
1911.....	28,099,207	11,871,907	16,227,300
1916.....	56,800,698	19,632,206	17,168,492
1921.....	44,022,907	25,037,401	18,985,506
1926.....	45,945,410	27,714,490	18,230,920

*Figures not given.
Table 58, Census 1926.

The total value of this great agricultural investment has steadily increased with the exception of some recession following the period of inflation due to the Great War, as is shown by the following table:

THE VALUE OF FARM PROPERTY OF SASKATCHEWAN, CENSUS YEARS
1901-1926.

Item	Value \$	Per cent. of total value
Total—All Farm Property		
1901.....	44,460,874	100.0
1911.....	832,812,560	100.0
1916.....	1,192,858,732	100.0
1921.....	1,650,069,196	100.0
1926.....	1,343,357,826	100.0
Land		
1901.....	22,879,822	51.46
1911.....	583,401,337	70.05
1916.....	719,967,434	65.28
1921.....	1,060,510,192	64.27
1926.....	818,721,366	60.95
Buildings		
1901.....	5,178,127	11.65
1911.....	76,156,050	9.14
1916.....	101,419,322	9.20
1921.....	216,398,082	13.11
1926.....	214,965,746	16.00
Implements and Machinery		
1901.....	3,882,029	8.73
1911.....	57,538,712	6.99
1916.....	88,935,911	3.06
1921.....	176,675,721	10.71
1926.....	169,530,167	12.62
Live stock		
1901.....	12,520,896	28.16
1911.....	115,716,461	13.90
1916.....	192,536,065	17.46
1921.....	196,485,201	11.91
1926.....	140,140,547	10.43

(Adapted from Table 59, Census of 1926, Page 199.)

This indicates a marked relative increase in the value of buildings, implements and machinery as compared with that of land and live stock. The latter item has fallen in twenty-five years from 28 per cent. to 10 per cent. of the total.

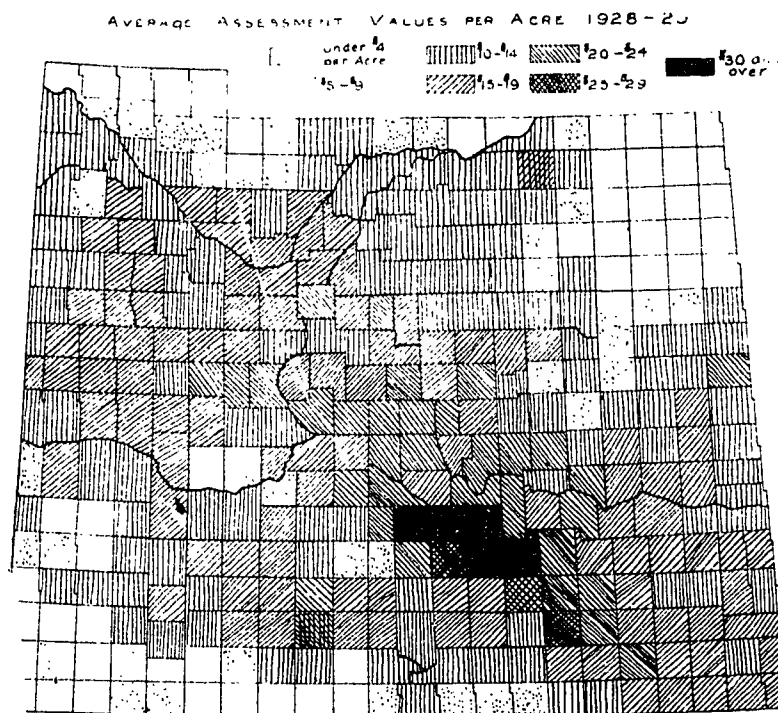
The increase in value per farm, and per acre, has also been steady, with the same exception as shown in the following:

AVERAGE VALUE OF FARM PROPERTY PER FARM AND PER ACRE FOR SASKATCHEWAN FOR THE CENSUS YEARS 1901-1926.

Census year	Total		Land		Buildings		Implements and machinery		Live stock	
	Per farm	Per acre	Per farm	Per acre	Per farm	Per acre	Per farm	Per acre	Per farm	Per acre
1901.....	\$ 3,307	\$ 11.60	\$ 1,702	\$ 5.97	\$ 385	\$ 1.35	\$ 289	\$ 1.01	\$ 931	\$ 3.27
1911.....	8,766	29.64	6,140	20.76	802	2.71	606	2.05	1,218	4.12
1916.....	10,603	29.97	6,922	19.56	975	2.76	855	2.42	1,851	5.23
1921.....	13,814	37.48	8,878	24.09	1,812	4.92	1,479	4.01	1,645	4.46
1926.....	11,405	29.24	6,951	17.82	1,825	4.68	1,439	3.69	1,190	3.05

—Table 60, Census 1926.

The marked variation in the value of farm lands in various districts of the province is shown by the attached map, IIIA.



A marked tendency to increase in tenant farming seems to be indicated by the following figures:

TENURE OF FARM LANDS FOR SASKATCHEWAN, CENSUS YEARS
1901-1926.

Census years	Number of Occupiers of Farms				Area of Occupied Farms		
	Total	Own- ers	Ten- ants	Part owner part tenant	Total	Owned	Rented
1901.....	13,445	12,924	212	309	3,833,434	3,681,261	152,173
*1906.....	55,971						
1911.....	95,013	86,109	3,497	5,407	28,099,207	25,507,822	2,541,931
1916.....	104,006	85,746	6,681	11,579	36,800,698	30,924,376	5,876,322
1921.....	119,451	92,668	12,942	13,841	44,022,907	35,375,920	8,599,322
1926.....	117,781	77,984	19,708	20,089	45,945,410	32,458,713	13,438,969

—Table 57, Census of 1926.

*Figures for 1906 not given

The increase in production per acre—in value—is very marked, although of course varying with yield and unit price, as here noted:

Year	Value agricultural production per acre total farm area
1900.....	\$1.98
1910.....	3.57
1915.....	8.52
1920.....	6.80
1925.....	8.75

The total value of production per farm has increased even more rapidly as farm acreage has enlarged, and may, for our purposes, now be taken as in an average year in the order of \$3,500.00.

The medium in which this production is attained is worthy of some description. The present agricultural area of the province includes a great variety of soils, ranging from some which are of almost unparalleled fertility to those which are entirely unadapted for agricultural use. In the report of the Commission we make recommendations for a thorough study, in order to distinguish between these. Until that is completed it would be useless to say more than that, in general, the present producing areas are quite capable of furnishing yields sufficient to maintain a profitable agriculture; that in this regard the province compares very favourably with similar areas in other countries; and that, while there exist plain indications of a coming exhaustion of organic fibre to a dangerous degree, there are only occasional symptoms of immediate lowering of plant food reserves to a point which will make their replacement necessary. There are no signs at present of the most serious of all soil deficiencies—lack of calcium compounds. In other areas of this and other countries this sometimes imposes a very heavy economic burden on the farmer who plans to maintain the productive quality of his land, and it is estimated that the replacement and

maintenance of sufficient quantities of calcium in suitable form may be a major factor in the economies of agriculture. We are indeed fortunate in this respect.

The climatic condition of the province is not as favourable. It is situated in a sub-humid area—one in which precipitation of moisture may be the limiting factor in the yield of main crops. This is not sufficiently appreciated. So marked is this condition that it has proved possible to prepare formulae showing the correlation between precipitation and yield from past experience, and use these with a high degree of success to explain, if not to forecast, the yields of later seasons.

The winter, while long, has no ill effect on agricultural production, the growing season, while short, being ample to permit the maturing of many crops, while experience has already shown that varieties of other plants may be produced adapted to our short summer.

The long winter, however, has a definite economic effect in causing the great bulk of farm work to be concentrated in a very short season, with little to be done in connection with field crop production during the rest of the year.

The present economic position of agriculture in the province may, with serious reservations, be described as basically satisfactory. With land values still low in proportion to the fertility of the soil, and with transportation costs so much lower than in any similar and competing area as to constitute a complete correction of the geographical situation of the province with respect to its markets,* it has proved possible in the past for men scantily provided with capital—and indeed in many cases with experience—to achieve success as farmers here more readily than in other areas of this continent.

The chief profit of agriculture will always be in the increase in the value of farm property, and the value of this in this province is today estimated at \$1,343,357,826.00† in contrast with practically nil twenty-five years ago. It is very doubtful if a similar rate of increase can be found anywhere except in Western Canada in the same period.

* See figures appended.

† Census of 1926.

COMPARISON OF RATES IN COMPETING WHEAT GROWING AREAS, 1928.

From	To	Miles	Rate
Lydiatt, Man.	Fort William, Ont.	389	14.0 cents
Devil's Lake, N. Dak.	Duluth, Minn.	384	19.5 "
Meadows, Man.	Fort William, Ont.	442	15.0 "
Bismarek, N. Dak.	Duluth, Minn.	446	23.5 "
Regina, Sask.	Fort William, Ont.	776	20.0 "
Glasgow, Mont.	Duluth, Minn.	779	35.0 "
Morse, Sask.	Fort William, Ont.	892	22.0 "
Billings, Mont.	Duluth, Minn.	893	39.5 "
Estuary, Sask.	Fort William, Ont.	1,036	24.0 "
Bozeman, Mont.	Duluth, Minn.	1,033	42.0 "
Cantuar, Sask.	Fort William, Ont.	941	23.0 "
Havre, Mont.	Duluth, Minn.	932	39.5 "
Grassy Lake, Alta.	Fort William, Ont.	1,125	25.0 "
Helena, Mont.	Duluth, Minn.	1,131	44.5 "
Lethbridge, Alta.	Fort William, Ont.	1,177	25.0 "
Kalispell, Mont.	Duluth, Minn.	1,195	48.0 "

Taken from page 41, "Transportation Charges in the United States and Canada," issued by the Association of Railway Executives, Washington, October, 1928.

Note: Under recent decision of the Interstate Commerce Commission respecting grain rates to Duluth, rates from North Dakota have been advanced, while rates from Montana have been slightly reduced.

Rates in the Argentine. W. J. Jackman, of Alberta, on his return from the Argentine in 1928, reported to the Canadian Wheat Pool that the average rail haul of 144 miles costs 11.74 cents (Canadian currency) per bushel.

On the other hand, there are reasons to doubt the entirely satisfactory condition of agriculture at the present time. In the first place, it cannot be regarded as on a stable basis of maintenance of capital values, for despite our statement concerning soil fertility, the exhaustion of organic fibre in the soil to which we refer is rapidly becoming serious, and it is true that where and when the replacement of other elements of plant food becomes urgent, agriculture as at present conducted will not be able to afford it. Professor John Mitchell, of the Soils Department, College of Agriculture, University of Saskatchewan, in giving evidence before the Commission at Regina, stated that one of the more interesting studies in the soil investigations made by the university was the general fertility of the soil under present farming practice. This showed that there was a tendency for depletion of organic matter, as well as nitrogen and phosphorus, with continuous cropping, and that some provision must be made for replacing these elements.

That is, agriculture is still living on its capital, and while in most cases this capital has been acquired so cheaply and the reserves of plant food are so great that the present holder does not feel this burden, it is as true of agriculture in Saskatchewan as of any other industry anywhere else, that it cannot continue to live and prosper on the use of capital.

Yet another evidence of the instability of the present system of agriculture lies in the weed menace. Were the farmers of the province generally to adopt the approved methods of weed control on such a scale as to correct entirely the present increase in the prevalence of

these pests, it is unquestioned that the added cost imposed on production would remove the profit in most cases. This does not mean that the farmer can relieve himself of the duty of weed control, carried out to the limit of his ability, for were he to neglect this, the consequent deterioration of the capital value of his property would be rapid and serious. He is forced to exert every effort to conquer this danger, but can, on the whole, only succeed in holding his present position at most, without being able to carry out the necessary task of reconquering what ground has been lost in the past.

In this case we feel compelled to point out that the fact that some of the more efficient, or more fortunate, farmers have found it possible to accomplish more in this respect than the average, is not evidence that all that is necessary is for the remainder to come up to their level of excellence. We are necessarily dealing with the problem of agriculture in the province in terms of the average, and not of notable exceptions.

In addition, the social structure of our agricultural community is not wholly satisfactory. The public services provided are not in excess of the standards in similar communities on this continent, but it is difficult to maintain them without imposing taxation that would lower the standard of living of the individual farmer. We present a table showing the comparison of taxation per capita of the rural population in Saskatchewan with the similar population of Ontario, and note that, as a result of these expenditures, the farmer of Ontario obtains much greater services in the matter of schools readily accessible to his children, and in highways and other municipal services:

1928.

Province	Rural population	Rural taxes municipal	Rural taxes school	Rural taxes total	Per capita taxation
Saskatchewan ..	567,882	\$18,936,265	\$7,380,365	\$26,316,630	\$44.58
Ontario	1,091,264	20,325,546	9,013,612	29,339,158	26.88
Counties of Oxford, Essex, Wellington and Huron, Ont.....	111,768	2,575,084	891,086	3,466,170	31.08

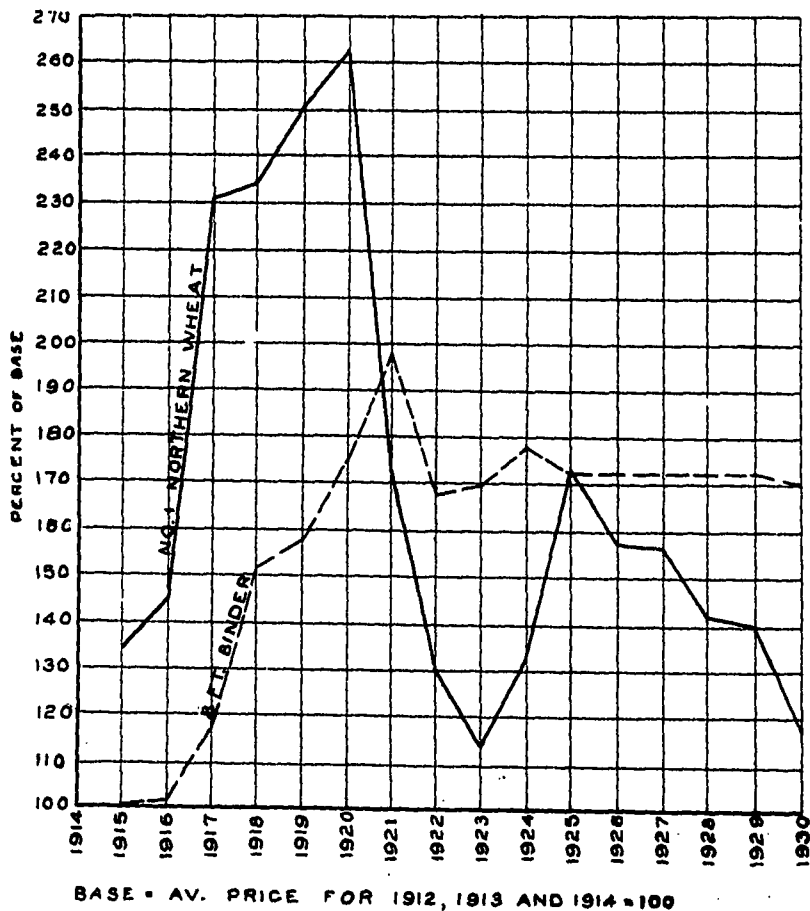
Data furnished by the Dominion Bureau of Statistics.

However, the most acute difficulty at present is a condition of too heavy indebtedness. It is estimated that from the value of farm property given above must be deducted some 12 per cent., representing the mortgage indebtedness. This, if we assume that the farmer will be able ultimately to extinguish the debt, does not remove the evidence of a prosperous agriculture; but for whom is it prosperous? Assuredly not for the farmer where, as in many cases, the indebtedness represents new commitments arising from circumstances beyond his control, such as drought, which has sometimes stricken the same area in successive years.

The most serious effect of indebtedness which the farmer doubts his ability to discharge, is unquestionably the feeling of insecurity of tenure of his home, which tends to lessen his willingness to make those long term investments of labour which are especially necessary if the farms of Western Canada are to be raised to a proper state of permanent cultivation, and not treated only as mines from which an immediate and temporary yield is to be won.

A reasonable discontent exists among the farmers of this province as a result of these conditions and at the present moment this is accentuated by the fact that wheat—the chief product of our agriculture—is selling at prices out of line with other commodities as shown by the attached figures and graphs.

PRICE FLUCTUATIONS OF STANDARD BINDER
AND NO. 1 NORTHERN WHEAT 1915-1930

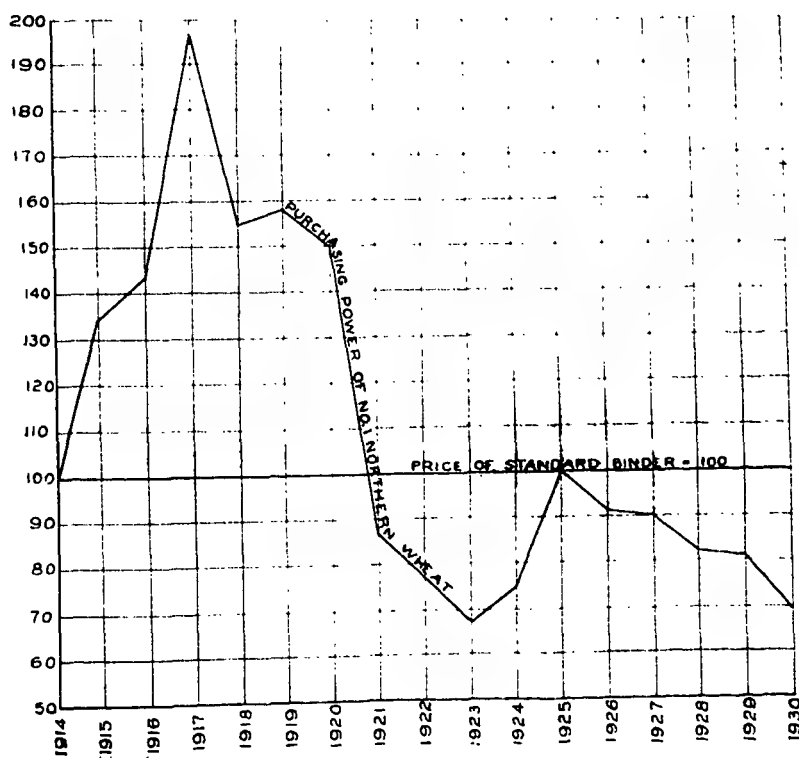


INDEX NUMBERS OF PRICES OF NO. 1 NORTHERN WHEAT AND AN 8-FT. BINDER.

Year	Binder	Wheat	Year	Binder	Wheat
1915.....	100	134.3	1923.....	169.7	113.9
1916.....	101.2	145.3	1924.....	178.2	133.9
1917.....	117.6	231.3	1925.....	172.1	172.8
1918.....	151.5	234.2	1926.....	172.1	156.9
1919.....	157.6	251.2	1927.....	172.1	155.6
1920.....	175.2	262.5	1928.....	172.7	141.6
1921.....	199.4	173.2	1929.....	172.7	140.2
1922.....	167.9	129.8	1930.....	170.3	118.4*

* Up to June 26 only.

PURCHASING POWER OF NO. 1 NORTHERN WHEAT COMPARED WITH THE PRICE OF STANDARD BINDER



INDEX NUMBERS OF PURCHASING POWER OF NO. 1 NORTHERN WHEAT. (INDEX OF CASH PRICE, 8-FT. BINDER = 100.)

1915	134.3	1923	67.1
1916	143.8	1924	75.1
1917	196.7	1925	100.4
1918	154.6	1926	91.2
1919	159.4	1927	90.4
1920	149.8	1928	82.0
1921	86.9	1929	81.2
1922	77.3	1930	69.5*

* Up to June 26 only.

Now, to what are we to attribute these unfavourable conditions? The farmer of Saskatchewan has no unduly high standards of living—a fact demonstrable by even a casual study of rural life here. The efficiency of the educational and municipal services is comparatively high. The cost of production of our crops is as low as it can reasonably be expected to be, since our farmers use the most advanced methods known. Marketing methods are admittedly the most efficient—the Pool being regarded as a model of co-operative enterprise in every country. It is useless to discuss here the long debated question of the relation of fiscal policy, and the consequent cost of the farmer's purchases to the rewards of agriculture, since this country, as it exists, appears to be committed to a policy of no great or immediate change in this regard. The same thing is true of many suggestions concerning the creation of new forms of social and economic structure, for however desirable they may be it is improbable that they will be reached in the immediate future. We must, in a study of the nature of the present report, accept the world in which we live, and confine our attention to those matters which are within the competence of the authority to which we make the report. To go beyond that is useless, however wise it may be for the farmers of this province to consider general national and world policies of social and economic structure, and to advocate their adoption.

We make certain suggestions in our report and wish to analyse them here in direct relation to the agricultural community. Certain of them deal with measures to limit the inflow of new agriculturists, and to ensure that those who are permitted to enter are of a type, and are so started in their new career, that they will not act as a factor to accentuate the present unsatisfactory conditions. Others recommend attempts to correct individual cases where farmers are at present located on unsuitable soil, or are carrying a burden of indebtedness too great for safety, and which might, perhaps, be lightened without real loss to the creditor. Obviously this is as far as we can go in recommending action from without. Is there anything that we can urge on the agricultural community as remedial measures from within?

It is frequently argued that there should be a general change from the present type of agriculture, with its preponderance of the production of wheat for export, to mixed farming. We endorse this view, since this is a necessary precaution for the maintenance of soil fertility, as well as a sound economic change, but we wish to emphasise the difficulty of bringing any such general change into effect at once.

At present it is accepted that no other form of production can compete with wheat growing in the provision of a cash income to the farmer. Since the present average income is not above what is required to maintain an average standard of living in accord with the reasonable aspirations of our people, any reduction is not likely to be made voluntarily. Now what, if any, change must occur to correct this economic pressure in the direction of one crop production? It might be a drop in the price of wheat over a long period, or a rise in the cost of production of wheat and a drop in the price of other products, or simply an increase in the price of other products. In

Appendix V we attempt to analyse the outlook in these regards, and come to the conclusions that the relative prices of wheat and other agricultural products will remain generally unchanged for some time to come in spite of the present depression in the wheat market. Nor do we see any special reason for expecting any serious change in the relative cost of production. We foresee, however, a possible tendency to a general increase in the price of agricultural products of all kinds in relation to the price of labour and other commodities. Should this occur, and assume sufficient proportions, it might become possible for the farmer to correct the error of one-crop farming and still receive a net return in excess of his present income. This would not, however, be correcting his present economic condition by a change in his practice, but merely accepting an automatic correction.

In addition we see other arguments against a general and planned change from wheat production to mixed farming. One of the most important is that some areas of the province are essentially unsuited to mixed farming, usually for lack of suitable water supply. Evidence given by Professors E. A. Hardy and A. M. Shaw, of the University of Saskatchewan, supported this view while advocating the desirability of raising at least some live stock on each farm, for which the necessary water supply could be secured by means of dug-outs constructed to catch the surface run-off. (Cf. Volume 52, pages 168-185, and Volume 53, pages 34-46.)

Or perhaps the farmer may improve his position by further lowering the cost of production of wheat. It is generally suggested today that a major change in this regard will occur as a result of a more complete mechanisation of agriculture, permitting one operator to handle a much enlarged unit of production. This is speciously attractive, but must be examined closely. It would be very effective if it were confined to our producers alone. Unfortunately, however, this is not the case. The combine, for example, is, for climatic and topographical reasons, even more applicable to the situation of our competitors in the Argentine Republic than it is to ours. If they, without the combine, can produce wheat at a cost lower than ours today, with the combine the advantage can only be increased.

As long as a condition exists in which the purchaser has the advantage in bargaining, the price of a product will tend to follow the cost of production downward. The buyer of wheat at present uses his central position to play one seller against another. In a recent case the producer of Western Canada essayed to stand out against this process, and to demand a price for his product in accordance with his cost of production. The producer of the Argentine Republic was ready to accept a less price, and the condition of world demand and supply, aggravated by a temporary financial crisis, gave the buyer such an advantage that, in the end, the producer of Western Canada was forced to accept a lower price than he considered fair. He may, for a moment, meet this condition by lowering his cost of production by increased use of mechanical power, but as soon as the same course is taken in the Argentine Republic the previous condition will be restored.

Universal combination of producers in a world pool is also suggested. This is something beyond the scope of this study, but we may at least be permitted to point out that such action would inevitably result, if ever it could be accomplished, in universal combination of purchasers, when the ability of either side to gain control of the situation would depend, exactly as at present, on the relation of demand to supply.

Yet another suggestion is for limitation of production. We cannot endorse this. At present some 51 per cent. of the world's production of wheat is in Europe, where also is the sole great market for the surplus of other countries. A week of favourable weather on the central plain of Europe will do more to affect the world supply of wheat than even a fifty per cent. reduction in the acreage sown in Western Canada. The crop of 1929 in Western Canada was one of the poorest on record, but favourable climatic conditions in Europe left the world market still in a condition of surplus supply.

Apparently there is no important action which can be taken by the producers of this province to better their immediate condition. In Appendix V we attempt to consider the outlook for changes produced by changing world conditions, and find there favourable auguries for the future. We can say no more of the present than that it passes. This is no mere doctrine of defeatism. Earlier in this memorandum we give reasons for doubting an immediate change in the direction of mixed farming as a substitute for wheat growing, and in Appendix V show that we do not anticipate any permanent depression in the world prices of various agricultural products. Yet it is possible to accomplish something by stimulating the domestic market for the products of mixed farming. The domestic market is of special value to the farmer. It is true that in the case of most agricultural products the consumer pays the cost of transportation, but there are other costs of distribution to be considered, which are sometimes paid by the producer. In addition, there is the great advantage of the producer in his local market due to the highly perishable nature of certain products. On the whole the domestic market is always the most profitable and the most dependable.

For this reason we believe that no measure looking to the aid of agriculture is more valuable than steps to encourage the increase of our own population, and consequently to increase even more rapidly the number of non-agricultural members. Since in Appendix V we have indicated that such an increase may be expected to be necessarily based on a preliminary tendency to the increase of the agricultural population, we anticipate a natural inclination to point out that it would be of little use to add a few consumers of eggs and fresh vegetables to our city population if it is to be done by greatly increasing our agricultural population and thereby accentuating the difficulty of disposing of our surplus wheat. Our answer to this is contained in Appendix V, where we forecast no ultimate world surplus of wheat production. We believe, that is, that all the wheat produced in this province will be sold, at a price which can only be slightly affected by any conceivable increase

in production here, and that meanwhile every added consumer of other farm products here is a valuable asset to our agriculture.

We believe that this is one of the most important steps in the direction of improving our agricultural position, which is within the competence of this province, and that efforts should be made to increase the population of the community, with the greatest of care to prevent the ill effects of too rapid increase.

In addition, we point out that nothing would tend more to the relief of both the social and economic burdens of the rural community than an increased rural population. We draw attention to the admitted fact that, on this continent, and in our type of social structure, those rural communities are the most prosperous which are the most densely settled, and contrast the conditions of, for example, Norfolk County, Ontario, with those of our own countryside; or, lest it be argued that that is a comparison rendered unfair by certain climatic advantages, we offer the county of Lancaster, Pennsylvania, in comparison with the climatically parallel areas of Kansas.

On the other hand it must be admitted that there now exists serious unemployment in our urban centres. It is even more acute in the cities of the United States, and there it is now regarded as "technological unemployment," *i.e.*, unemployment produced by replacement of hand by machine labour.

The increased mechanisation of agriculture to which we refer is at least a partial cause of this condition, and despite the reasons which we give for doubting the efficacy of this method of reducing the cost of production in a fashion beneficial to the producer, we admit that it is on the increase, if only because it shows apparent profits to the individual farm operator. Another and most powerful reason for expecting it to continue is the fact that it appears to be on the increase among our competitors, and while we have given reasons to believe that the net result of such competitions will be to leave the producers of various countries in much the same relative positions that they now occupy, it is certain that we cannot fail to avail ourselves of this aid in competition. In short, while dubious of the bringing about by adoption of the combine of an economic revolution, we admit the certainty of its increased use. It is obvious that this is not encouraging to the prospect of increased agricultural population, which we regard as prerequisite to an increase in non-agricultural population. Indeed, one of the most generally employed arguments against further immigration is, that since there is now some unemployment, and since the coming of the combine will create more, why permit any immigrants to enter? We admit the obvious commonsense of this suggestion, and have therefore been careful to include in our report suggestions by means of which the province may take such steps as are necessary to completely bar immigration, either agricultural or non-agricultural, at any time, for as long a period as seems advisable. We point out, however, that this process might become cumulative. If every step forward in the mechanisation of agriculture is to release more workers, who will flock to the urban centres, the rural population will steadily decline. Such a

decline in the United States has been followed by serious consequences to urban prosperity, which, in turn, have operated to lessen the farmer's market for his products. This might become very dangerous, since the balance between rural and urban population is necessarily basic in our economy.

It will not suffice to argue that the farmers left on the land are, per capita, earning more, and therefore a less number of them will be able to support as great an urban society, for that is untrue. At least some commodities and services are sold in strict proportion to the number of the rural population, and a decrease in this is bound to unfavourably affect some urban industries.

It is conceivable in the end that too rapid mechanisation of agriculture might fill the cities with unemployed who, since they produce nothing, are in the end supported by the farmer free of charge. It would be the height of absurdity to forecast a society in which the farmer constantly increased the amount of his production per capita, only to feed, without extra return, an increasing urban population of unemployed. In the end that would merely wipe out any advantage from the application of mechanical power.

This is a major economic problem, of which your Commission does not pretend to find the solution. It may lie in the constant increase in unemployment so reducing wages that manual labour will again compete with mechanical equipment.

We can but assume that either it is a temporary condition, to be cured by creation of such new industries as to absorb the present unemployed and provide employment in the future, as in the past, for a steadily increasing number of urban workers, in which case we are of the opinion that immigration of agricultural settlers would be necessary, for the reasons given in Appendix II, to permit of the maintenance of the balance, or else that it is permanent and will be cured by migration from the city to the country, in which case we should expect some slowing down of the movement toward mechanisation of agriculture, and should recommend no encouragement of immigration while such a condition should obtain.

To sum up, we believe that ultimately an increased rural population will be for the good of the whole community. We suggest permission for immigration to provide this, and indeed encouragement, as a fixed policy, and subject to the necessary control to obtain suitable racial composition of our population—that control to be rather in the direction of encouragement of British than exclusion of non-British elements. And we believe that a careful watch of economic conditions should be maintained to prevent any excess of immigration over what can be absorbed.

We regard the agriculture of the province as basically sound, but facing a period in which economic changes may come very rapidly, and while convinced of the wisdom of a policy providing for its expansion, believe that such a policy should contain safeguards against too rapid increases in the agricultural population in times of stress.

We conclude (a) that it is desirable that the agricultural population of the province should be increased as rapidly as is consonant with the changing economic position from time to time;

(b) That every effort should be made to increase agricultural production in other directions than that of grain growing;

(c) That the most alarming factor in present complaints of the farmer is a tendency to doubt the security of his tenure of his home and that this question should be given the most serious study and every effort be made to allay fears of this nature;

(d) That despite these and other unfavourable elements in the situation of the agriculturists of the province there is reason to hope for improvement;

(e) That the most serious of the farmer's present disabilities is the lack of a reasonable parity of exchange value as between wheat and the commodities which he purchases, and that while expressing confidence in the inevitable correction in this regard, we believe that the subject is one which should be foremost in the thoughts of those responsible for the administration of the province;

(f) That experience has demonstrated that the most satisfactory market for the farmer's products is the domestic one, and that while accepting the fact that it will be a long time before this can absorb all, or even a large portion, of the agricultural products of the province, and the additional fact that the farmer must still, for a long time to come, be dependent on the export market in which he faces keen competition, we believe that every effort should be directed to economically sound measures for the increase of the domestic market for farm products.

Appendix V

OUTLOOK FOR AGRICULTURE.

Building the rural community, giving it cultural vitality and industrial stability, is at bottom an economic problem. The wisest legislation cannot be effective unless it conforms with underlying facts. Governments, indeed, may devise sound policies, and enact legislation to support them, but all will fail unless the people co-operate in carrying them into effect. We must have at hand both material means and the intelligence to use them to translate programmes into realities. It is for that reason that account must be taken of the quality of our human as well as our material resources in analysing the conditions under which the agricultural community can maintain and increase its living standards.

The growth of tenancy, the increase in mortgage indebtedness, and the weight of taxation are matters of serious concern; but much more important are their final effects on the texture of the rural population. The loss of intelligence by the drift of talented and energetic youth citywards constitutes a challenge to the rural leadership of our time. Tenancy and mortgage loans under proper conditions and the right control may be instruments of progress; but these and other factors fail when the countryside is unable to retain a sufficient share of the annually created wealth to take care of family and social requirements. More specifically, it is essential to create living standards in conformity with the legitimate ambitions of the farming community, to establish not only good, but progressive, schools, churches, and various other co-operative institutions to the end that the finest types of families may find it worth while to live on the land.

Ultimately the economic status of the farmer will make or break the nation. His is the stupendous task of guarding the fertility of the soil, and of furnishing the people's food. He must also provide industry with many of its most important basic materials. It is in the national interest that efficient and educated men and women be induced to hold and till the soil. To accomplish this the farm must be made an attractive place on which to work and live.

Through the centuries men have sought the land, not only for sustenance, but as a mode of life. Hunger for land carried western civilisation from Greece to Rome, from Italy to Spain and Northern Europe, across the wide reaches of the Atlantic, over the Appalachians and the Rockies, until on the Pacific it confronted the teeming multitudes of Asia. The human tide swept across the plains of Canada and the United States, and then turned back on itself to the metropolitan centres of the continent. As population grows denser in the New World, land and its resources again become of surpassing significance in the industrial scheme. The nation cannot permit it to become the refuge

of the inefficient, nor of the mentally unfit. It is our common heritage, and upon the social and economic progress of the agricultural class depends the welfare of all.

From the plains of Western Canada to the pampas of the Argentine and the steppes of Russia, agriculture enters another stage of its historical evolution. We find it unnecessary to trace its many steps from the primitive conditions of the pioneer to the era of power-driven machinery. Every stage of that process is operative somewhere throughout the world today. On this continent, however, the results of the homestead laws and the utilisation of machinery have enormously increased the output of farm commodities (in the twentieth century the wheat crop increased 300 per cent.), and made the exchange economy the decisive factor in rural development. In every direction the farmer meets an organised society—financial, industrial or professional. He in turn has grasped the fact that he must organise if he is to play his part in the world of business on relatively equal terms.

All this ties up with immigration and the best method of developing our land resources. Only an intelligent, alert and resourceful people know how to devise and utilise co-operative methods, and only immigrants with these aptitudes can safely be entrusted with possession of our rapidly diminishing land resources.

The basic position of agriculture in the economic structure of the world might then reasonably cause the statement that the outlook for agriculture is the outlook for civilisation.

Unless agriculture—as an industry—prosper, it is difficult to conceive of prosperity elsewhere. The remark that we must consider agriculture as an industry to arrive at this conclusion is not unintentional. It is not necessarily true that agriculturists as a class must prosper in order to produce prosperity. In the Argentine Republic, for example, it is possible to have every evidence of great general prosperity, based on an agriculture which returns but meagre rewards to the individual farmer.

In the social structure of this province we assume a higher status for our farmers, and since the business structure of the nation is built on the assumption that our farmers will not be mere producers of wealth to be shared by others, but that their purchasing power will be an essential factor in maintaining the activity of factories and the flow of commerce, we may say that in Western Canada the relation of the prosperity of the farmer with that of the whole national system is very marked.

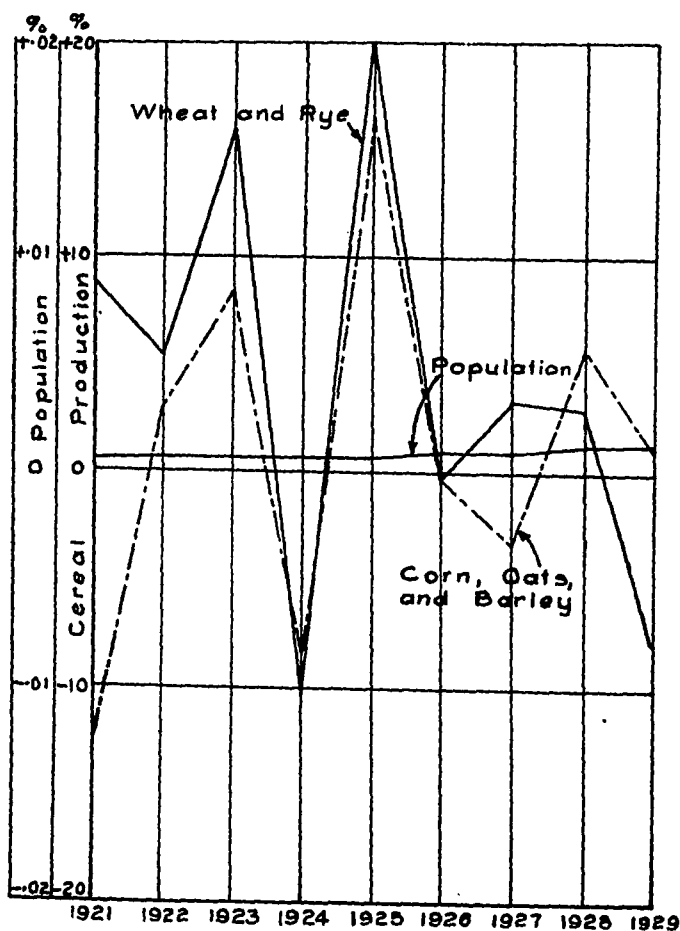
Were this a self-contained economic unit we might then proceed to argue that since this country contains ample natural resources to support a much larger population than now inhabits it, its prosperity, and that of the farmers in it, depends solely on an intelligent administration of the business of the country.

That is not, however, true. In this province the annual wheat crop may constitute more than three-quarters of the total agricultural production—measured by value—and by far the greater part of that

will not be sold in Saskatchewan, or even in Canada, but overseas. It is therefore clearly evident that the outlook for agriculture here must take into its view general world conditions. World agriculture must be influenced by many factors. One of them is the relation between population and food production. Without the possession of exact statistics we can safely say that the population of the world has increased very rapidly in recent times—roughly doubling in the past century—and that although there are indications of some slight decline in the rate of increase at present, and of a progressive decline in the near future, the total increase is still rapid and likely to be long continued.

In the same period production of foodstuffs has increased even more rapidly, but it is to be noted that there are great fluctuations in world production of foodstuffs, while world population shows a slow, steady increase, although the rate of increase diminishes as years progress. This is illustrated by the following graph.

PERCENTAGE INCREASE OVER THE PRECEDING YEAR
IN WORLD PRODUCTION OF PRINCIPAL CEREAL
CROPS AND IN WORLD POPULATION, 1921-1929



PERCENTAGE OF INCREASE OVER THE PRECEDING YEAR IN THE
PRODUCTION OF THE PRINCIPAL CEREAL CROPS OF THE WORLD
IN RELATION TO WORLD POPULATION, 1920-1929.

Year	World production of wheat and rye (combined)	Per cent Increase	World pro- duction of corn, oats and barley (combined)	Per cent Increase	World population	Per cent Increase
	(lbs.)		(lbs.)		(No.)	
1920.....	251,000,000	.....	478,000,000	.....	1,811,012	.....
1921.....	273,000,000	8.76	419,000,000	12.34	1,820,300	0.0051
1922.....	288,000,000	5.49	432,000,000	3.10	1,832,950*	0.0069
1923.....	334,000,000	15.97	468,000,000	8.33	1,845,600*	0.0069
1924.....	300,000,000	10.17	428,000,000	8.55	1,858,250*	0.0069
1925.....	361,000,000	20.33	498,000,000	16.36	1,870,900	0.0068
1926.....	360,000,000	.28	489,000,000	.18	1,891,300*	0.0109
1927.....	372,000,000	3.33	473,000,000	3.27	1,911,700	0.0108
1928.....	383,000,000	2.96	500,000,000	5.71	1,936,567	0.0130
1929.....	353,000,000	7.83	505,000,000	1.00	1,961,434*	0.0128

(000 omitted in all columns)

Note: Production of China is not included.

*Statistics not available: Figures for missing years are supplied on the assumption that the increase for the past available year applied during the years for which figures are missing.

Italicised figures denote percentage *decreases*.

-- Statistics on production and population furnished by Prof. O. E. Baker, Bureau of Agricultural Economics, Washington, D.C.

This is a logical tendency. During the past century the human race has been bringing into cultivation a vast proportion of the earth's surface. Naturally, and with exceptions where small areas of exceptionally fertile and climatically well-situated soil have been delayed in development by lack of transportation facilities, the plan has been for the choicest soil to be first settled and exploited. This is so marked in the case of this province of Canada, and North America in general, that it need not be stressed, and it is a generally known fact that the same thing has occurred in the case of Australia, South Africa, the Argentine Republic and New Zealand. In all the cases named, with the exception of New Zealand, where the total area is comparatively small, the line of demarcation between the choicest and the rest of the land is chiefly one of rainfall, and as settlement and production have tried to invade areas at first neglected as unsuited to agriculture, the added cost of production—chiefly in the form of periodic loss due to crop failure—has become apparent, and has tended to a limitation of the speed of expansion.

It is admitted that in the temperate zones the great reserves of unutilised land capable of agricultural production lie in semi-arid or sub-humid districts, so that this tendency to slowing down of the rate of increase of production must be regarded as assured. A standard work on this point is "Mankind at the Crossroads," by E. M. East, the statistical studies contained in it being of high authority, even if the conclusions deduced from them are matters of opinion.

There are, however, great reserves of land of high fertility and in areas of ample precipitation which lie in the tropics, and it is often suggested that their utilisation will now be rapid and result in a great tendency for food supplies rapidly to gain on population. The evidence of some interesting experiments in this line may be quoted against any such belief. In the island of Java, for example, which has in the past century and one-third been fully developed under Dutch rule as an agricultural territory, the population has almost doubled every forty years, and from a point of three and one-half millions at the beginning of the period, has now reached over thirty-seven millions. In addition estimates prepared by a specialist in this matter (W. S. Thompson, Ph.D., Director, Scripps Foundation for Research in Population Problems), in his work, "Danger Spots in World Population," show that today Java is producing only one-tenth more food than is needed to support its population, although more than ninety per cent. of its inhabitants are engaged in agriculture.

There is every reason to believe that the exploitation of the tropics as areas of food production would everywhere duplicate this result. It must, in every case, be preceded by the removal of the very causes, such as war, brigandage, disease, which are the reasons for the present sparse population of those areas where it can be applied, with the inevitable result that population increase will accompany, or very rapidly overtake, the addition to world food supply thus obtained. It must also be remembered that in tropical countries, owing to the heavy rainfall and the high percentage of humus in the soil, the leaching of plant food in any except level districts is much more rapid than in temperate climates. The effect is accentuated by the fact that as no winter occurs the run-off of precipitation and the resultant leaching are constant through the year, with a tendency to cumulative effect wherever the natural growth has been removed and the soil has been made available for cultivation.

It is, of course, easy to argue that this effect might be avoided by establishing birth control practices among these populations so as to permit increased food production, by the application of mechanical power, and thus a net increase in the world's supply of food, but that assumes a progress of education at a rate which seems highly improbable to those familiar with the present social, cultural and caste status of typical tropical races.

Demand in its relation to present supply is, however, not by any means the only factor in determining the future of food prices. The demand must be effective—capable of being converted into actual purchases. At present so large a proportion of the world's population consumes so little food per capita that it is estimated that an increase of the per capita consumption in the whole world to equal the standards common in North America would create an immediately visible shortage of foodstuffs of an acute nature, even after discounting for the differences in per capita consumption due to climatic effects and racial habits. Why is this the case, and what are the prospects of the condition being altered?

Some of the causes are, within the limits of our present knowledge, not susceptible to alteration, while others can presumably be removed. A large number, for example, of the underfed people of the world reside in China. It is doubtful if we can at present see any great hope of including this vast population in an economic system similar to that of North America, except in coast areas affected by economic communion with occidental social systems, for its present standards of living represent the effect of long continued conditions of over-population. With the possible exception of certain areas of low fertility and rainfall which might conceivably be tilled by the use of equipment, although incapable of supporting an intensive manual labour agriculture (See Dr. O. E. Baker, "Foreign Affairs," April, 1928) China is so developed that its people find it barely possible to obtain a bare subsistence. Were we to endeavour to find a means of providing them with a supply of food-stuffs we should be compelled to do so by accepting in exchange the products of a manufacturing system to be established there. Such a system, supplied with incredibly cheap labour, would be able to undersell occidental manufacturing industries in their own market so readily that it may be assumed that even convinced exponents of free trade would hesitate to oppose the exclusion of these products. China, in short, has at present nothing substantial to offer the Occident in exchange for large supplies of foodstuffs, and therefore cannot as a whole be admitted to the occidental economic system lest that tend to lower occidental standards of living. This statement, of course, must not be taken as suggesting any cessation in the recent increase of the export of low-grade wheats and flours from Western Canada to the Orient, as while we reiterate that the volume of these will be limited, owing to the inability of any except certain coastal and river communities to enter into this interchange with the Occident, it is unquestioned that even in those communities the total consumption will be sufficiently great to be an important factor in our particular case. A very cursory examination of the Chinese population situation will prove that despite the slow penetration of western economic activities into the country as a whole, any main river system will show a group of cities the total population of which probably exceeds many times that of the Dominion of Canada.

In other cases, however, there is every hope of a steady increase in standards of food consumption. Great Britain, for example, despite her present unfavourable position, is far from admitting permanent inability to continue the consumption of imported foodstuffs, and indeed to increase it, while even in North America there are (*e.g.*, the white industrial population of the Southern States, and almost all of the negro population) people who may be brought into such an improved economic position as to be able greatly to increase their consumption of food.

It is perhaps best to sum up this question of possible increase in purchasing power by saying that our modern civilisation is a dynamic and progressive society, the very maintenance of which depends on its ability to increase steadily its use of commodities. Were it at its peak in the matter of use of foodstuffs, we might deplore the danger of over-

production. It is, however, far from that point, and confidence in its ability to continue implies confidence in its ability to increase the purchasing power of its members.

There are, of course, those who doubt its ability to continue, and forecast its replacement by some other system of society. Attention, for example, is often drawn to the great experiment in collectivist methods now under way in Russia. Interesting as this may be it does not in any way affect the arguments here laid down. Russia under collectivist methods will produce no more than under non-collectivist methods. The application of a collectivist system of society to Saskatchewan would not cause any increase in wheat production. A combine or a tractor does no more work because it is driven by a communist instead of a wage-earner or a farmer. Indeed, the theory which lies back of all movements towards collectivism is that at present the individual worker is doing more than his share, and that in a more perfect form of society he will be relieved by the drafting to work of many now idle hands, and a general application to industry of mechanical power on a larger scale. Were that accomplished in a system of society which prevents anyone from accumulating property as a reward for labour, the result would inevitably be in the direction of an urge to produce no more than is necessary, and to release the surplus labour available in the form of leisure. Even in theory there is no reason to expect the success of collectivisation to flood the world with foodstuffs, even admitting that Russia may, in the immediate future, for purely political reasons, try to do that. It is to be remembered that that great country, at its peak of production, never produced more than about half the food needed to maintain its own population on the standard of living prevalent in the United States, and it is to be expected that the very success of the Soviet authorities in establishing a collectivist system of production would increase, rather than lessen, the tendency to improved consumption of food in Russia.

Another possible alternative suggested is the breakdown of the present system of society, without any substitute to replace it. In such an event the agricultural elements of the population, however distressed, would, as precedent amply proves, suffer far less than any others.

To sum up, the world outlook of agriculture is that its position relatively to other economic groups should tend to improve. Now how does this affect the position of the farmer of this province? In our opinion he is at this moment receiving too low prices for his product, in comparison with the indebtedness that he carries in many cases, and with the cost of those things and services necessary to his maintenance of a proper standard of living. We believe, however, that this must automatically change, as he, with many millions of other farmers, is an essential part of modern society, in his capacity as consumer as well as of producer. Without his ability to accept and pay for the products of other economic groups, we should not be able to carry on the other economic activities of society.

What can he do to correct this? In a prior Appendix we argued that he could accomplish little by adopting, for example, the much-advocated system of a rapid and complete mechanisation of his processes.

unless other industries are able to absorb the workers who will be thrown out of employment in this way. Other economic groups will be injured by production of wheat in excess of the required amount as much as will the producer; and the unemployed men added to urban populations by the purchase of a combine by some farmer are not effective additions to the farmer's market.

We recommend to him confidence in the ability of society to correct present conditions, and careful avoidance of too sudden changes in his methods. We urge that during a period of difficulty in disposing of his staple products he should build up, as far as he can, his own economic independence by adding to his operations the production of as much as possible of his own requirements. We especially point out that the present difficulties of the farmer differ from those of previous occasions, in that he is less alone in his troubles than at any prior time. At present his loss of income and consequent distress is shared by many other classes. It is estimated that unemployment in the United States has reached unprecedented figures, that in New York City during the past winter half a million men were without the means of livelihood, and that many smaller communities in industrial areas lost the greater portion of their earning ability. Such conditions tend to focus the attention of all intelligent men, capitalists, investors, statesmen, on the problem, and it is indeed encouraging to note the general appreciation of the fact, often forgotten in the past, that the very roots of our modern society are in the rural communities.

In such circumstances it is idle to say that we know the remedies, but equally idle to assert that we cannot find them. In our present complex and highly urbanized society the correction must come from measures carefully planned and wide in their scope. It is not within the terms of reference to your Commission to suggest such measures, but we may be permitted to say, as an essential part of our report, that we see no reason to despair of the world outlook of agriculture, but every reason to hope for a period of enhanced prosperity, and that in our own province, while admitting difficulties which may seem very serious to those who endure them directly, we find the condition of our farmers is as a whole far from hopeless, even in the face of two very unproductive seasons and acute difficulty in marketing their product at a fair price. Assuming, as we necessarily do, a continuance of the present system of society, we see improvement of the status of our agriculturists as automatically assured.

Appendix VI

SURVEY OF PRESENT CONDITIONS OF NON- AGRICULTURAL POPULATION.

The occupational division of the population of Saskatchewan as given by the Census of 1921 was:

OCCUPATIONS OF THE POPULATION OF SASKATCHEWAN, 10 YEARS OF AGE AND OVER, CLASSIFIED BY SEX FOR CENSUS YEAR 1921.

Occupations	Total	Male	Female
<i>Total population 10 years and over</i>	537,885	302,423	235,462
<i>Population employed—10 years and over..</i>	266,975	212,116	214,859
Agriculture	174,486	172,245	2,241
Logging, fishing and trapping	859	859	.....
Mining and quarrying	384	383	1
Manufactures	6,756	5,778	978
Construction	6,901	6,890	11
Transportation	15,260	14,298	962
Trade	17,091	14,757	2,334
Finance	4,421	3,376	1,045
Service	36,636	19,934	16,702
Unspecified industries	4,181	3,596	585

—Adapted from Table 4, pages 270,292, Census of 1921, Volume IV.

Note: It is to be regretted that no later figures are available on this subject as the next decennial census will not take place until 1931.

The non-agricultural classes of the population may, for the purpose of this study, be divided as follows:

(a) Those who are engaged in the processing and marketing of the products of agriculture;

(b) those who are engaged in the processing and marketing of other materials derived from the natural resources of the province;

(c) those who are engaged in the manufacture and sale of products of which the raw materials are chiefly imported into the province;

(d) those who are engaged in the marketing of finished products imported into the province; and,

(e) those who are engaged in governmental, educational, transportation and professional services which are applicable to all the economic groups in our population.

It is impossible to determine the relative proportions of these various economic groups with exactitude, especially since, in many cases the activities of individuals overlap into several of the fields mentioned. It is, however, plainly apparent that despite the great and rapid increase in the non-agricultural activities of our people, the province still remains essentially agricultural; that the classes engaged in the activities listed under (a) above are essentially dependent on agricul-

ture; that those in category (b) are, not wholly, but chiefly, engaged in production of commodities for local consumption; that those in (c) are almost wholly producing for the local market; and that consequently by far the greater portion of the activities of categories (d) and (e) are services rendered to an agrarian community.

Some analysis of the non-agricultural activities of our people will confirm this view, and the figures given below, while not pretending to be complete, will permit a full appreciation of this fact.

Building: The building programme for 1929 provided for the expenditure of \$34,184,300, of which roughly \$7,500,000 was for homes; \$13,000,000 for stores and other business buildings, and about \$8,000,000 for industrial undertakings, largely in the form of engineering works for the general service of the community. These activities, with the exception of any manufacturing plants intended to produce goods for sale in other provinces as well as this, must be considered as dependent on our own community for their immediate economic stimulus.

The expenditures by this industry were divisible into three general classes—material, labour, and professional, managerial and financial services. Presumably the greater part of those in the latter two divisions were disbursed to members of our own community, but it is fairly certain that by far the greater portion of the first was expended outside the province, since there is not at present any large production here of any main material of construction, with the exception of sand, stone and gravel, and some \$411,000 worth of lumber.

Railway Construction: In 1929, 221 miles of railway were put into operation. The same economic aspects obtain here as in the case of the building industry, the work being undertaken directly as a service to our own community, and little except the labour being purchased here.

Manufacturing: The total output for 1928 (the last year for which figures are available) was \$59,125,280.00. The ten leading industries accounted for \$45,951,007.00. Some of the items follow:

Flour and gristmill products.....	\$15,781,289.00
Butter and cheese	5,611,400.00
Electric light and power.....	3,775,975.00
Printing, publishing and binding	3,588,886.00
Breweries	3,531,601.00
Bread and bakery products	2,806,277.00
Planing and woodwork mills	1,883,941.00
Sawmills	411,246.00

In this case the essentially domestic nature of our present industrial activities is very marked, since the only industry here listed which depends to any extent on markets outside the province is that of flour milling, while it is obvious that by far the greater proportion of the raw materials converted were of local production.

Mining: The production of our mines in 1929 was as follows:

Coal.....	577,820 tons	\$988,435.00
Sodium sulphate.....	6,120 tons	70,396.00
Volcanic ash.....	297 tons	6,000.00
Clay products	(No figures available)	439,411.00

Of this, the coal was almost wholly consumed in the province, where it constituted nearly one-third of our fuel consumption; the clay products were exported to some extent to Ohio and Alberta as raw materials, the chief local manufacture being brick for local use; while the sodium sulphate was exported from the province, chiefly as a raw material for use in the paper industry, and the volcanic ash, while chiefly exported as a raw material, was partly converted into finished form as polishes and cleansers, presumably at least in part for export.

Other Natural Resources: Production from other natural resources was as follows (1928 last year for which figures are available):

Fish	\$ 563,533.00
Lumber	411,246.90
Furs	1,821,493.00

We have already noted that the lumber contributed chiefly to our domestic building industry. The fish is marketed mostly in the United States, passing out via Winnipeg to Chicago. It is evident, therefore, that our non-agricultural community may be considered as at present almost entirely engaged in meeting the needs of a community which is predominantly agricultural, and that a fair summary of the position of the province is to say that its economic activities consist of the production of agricultural commodities—chiefly wheat—for export, and to a much smaller degree for local consumption, and the production of other commodities and services for local needs, and not to a degree, as yet, where they are by any means commanding the market—by far the bulk of our needs being met by purchases beyond our boundaries.

The community engaged in these non-agricultural activities is normally one of very high average economic standards. The greater portion of it is concentrated in the larger urban communities, and these are notably well provided with all the amenities of modern cities, and peopled by men and women whose standards of dress, of household comfort, and of food consumption are very high.

There are few individuals of outstanding wealth, but pauperism is unknown. While unemployment is sometimes found, and is at present unusually large, this must be balanced by the fact that we have no large proportion of our communities, as in many other areas, that is constantly on the bare edge of poverty owing to low standards of wages. The unemployed man here may be entirely without income, but as soon as the economic structure provides a niche for him, his income will become sufficient to provide a wholly satisfactory standard of living. Unemployment statistics and wage scales run as follows:

AVERAGE UNEMPLOYMENT REGISTERED AT PROVINCIAL EMPLOYMENT
OFFICES FOR THE FOUR WINTER MONTHS, DEC., JAN.,
FEB., MAR., FOR EACH YEAR, 1921-1930.

1921.....	1,106
1922.....	1,762
1923.....	500
1924.....	312
1925.....	487
1926.....	375
1927.....	256
1928.....	256
1929.....	518
1930.....	3,006

(Figures on which Unemployment Curve is based.)

ESTIMATE OF WAGES IN SASKATCHEWAN FOR 1930 AS FURNISHED BY
THE DEPARTMENT OF RAILWAYS, LABOUR AND INDUSTRIES
OF THE PROVINCE OF SASKATCHEWAN.

Building Trades:

Trade	Wages
Bricklayers and masons	\$1.45 per hour
Carpenters and joiners	1.00 " "
Concrete finishers	1.00 " "
Concrete mixers .....	.45 " "
Electricians	1.10 " "
Electricians' helpers .....	.60 " "
Hollow tile setters	1.45 " "
Lathers (metal) .....	.08 " sq. yd.
Marble and tile setters' helpers .....	.50 " hour
Painters and glaziers .....	.87½ " "
Plasterers	1.40 " "
Plasterers' helpers .....	.60 " "
Plumbers and steamfitters	1.25 " "
Plumbers' and steamfitters' helpers .....	.50 " "
Roofers, tar and gravel .....	.85 " "
Sheet metal workers	1.00 " "
Sheet metal workers' helpers .....	.60 " "
Steam and operating engineers .....	.75 " "
Stonecutters	1.25 " "
Structural steel workers--	
Erectors .....	.90 " "
Riveters .....	.90 " "
Terrazzo layers .....	.75 " "
Terrazzo layers' helpers .....	.50 " "

Labourers:

Trade	Wages
Labourers	\$.40 per hour
Teamsters with team and wagon .....	.80 " "
Truck drivers .....	.50 " "
Truck drivers with truck	2.00 " "

Metal Workers:

Trade	Wages
Blacksmiths	\$.65 per hour
Boilermakers .....	.90 " "
Boilermakers' helpers .....	.77 " "
Machinists .....	.60-.65 per hour
Iron moulders .....	.65 per hour

Printing:

Trade	Wages
Compositors (machine)	\$48.00 per week
Compositors (hand)	44.00 " "
Pressmen (news)	47.04 " "
Pressmen (job)	42.70 " "
Bookbinders	43.12 " "
Bindery girls	20.00 " "

Electrical Street Railway:

Trade	Wages
Street car conductors	\$.67 per hour
Linesmen	195.00 " month
Shed men .....	.50 " hour
Electricians .....	.75 " "
Track men and labourers .....	.45-.55 per hour

Police-men:

City	Wages
Regina	\$1,860.00 per year
Saskatoon	1,800.00 " "
Moose Jaw	1,800.00 " "
Prince Albert	1,680.00 " "

Firemen (City):

City	Wages
Regina	\$1,644.00 per year
Saskatoon	1,850.00 " "
Moose Jaw	1,536.00 " "
Prince Albert	1,260.00 " "
Trade	Wages
Farm labour	\$35.00-\$50.00 per month
Domestics	15.00- 25.00 " "

FEMALE HELP.

Hotels and restaurants, refreshment rooms:

Trade	Wages
Other than kitchen help	\$13.00 for six days
Kitchen help	11.00 " " "
Inexperienced help	11.00 per week
(After three months \$1.00 per week increase)	
Help employed by the hour .....	.35 per hour

Mail order houses:

Experienced girls	14.00 per week
Beginners (first six months)	9.00 " "
Beginners (second six months)	11.00 " "
Thereafter	14.00 " "

Laundries and factories:

First six months	9.50 per week
Second six months	11.50 " "
Thereafter	14.00 " "

Beauty parlours and barber shops:

First three months	nil
Next six months	10.00 per week
Next six months	12.00 " "
Thereafter	15.00 " "

Shops and stores:

Adult learners--	
First six months	10.00 per week
Second six months	12.00 " "
Third six months	13.50 " "
Thereafter	15.00 " "
Minor learners (under eighteen)--	
First six months	7.00 " "
Second six months	8.00 " "
Thereafter scale for adult learners.	

Millinery, dressmaking, tailoring, fur sewing and florist:

First three months	nil
Next six months	3.00 per week
Next six months	7.00 " "
Next six months	12.00 " "
Thereafter	15.00 " "

Incidentally it is interesting to note that past experience does not indicate any precise correlation between the movement of casual labour and immigration into the province on the one hand and unemployment on the other. The graph on page 123 shows this.

These are very significant facts, the implications of which are dealt with in the succeeding appendix, and should be kept clearly in mind in considering the economic outlook of the non-agricultural community.

There can be no doubt that our non-agricultural communities are at present below their normal standards of earning power. Present

unemployment figures, when compared with those of past years, and with the increase in population of our cities, show that we are not at present able to absorb our normal increase of workers, nor even to maintain those already established in our communities. Merchants and business men are less profitably employed than is usual. Figures of bank debits, which are shown in the following table, show a decline. This is not a condition confined to this province or this country, and is indeed far less acute here than in other parts of the occidental world. It is indeed so slightly developed here as to create the belief that its occurrence can be explained readily by two successive seasons of crop yields below normal, and abnormally low prices for our principal product.

Economic enterprises in the modern world are so inextricably interwoven, however, that a failure to maintain labour and living standards in any great nation, or a number of nations, must have serious consequences for the farmers and the business interests of the prairie provinces. The spread of unemployment in the United Kingdom and on the Continent reduces the demand for wheat, not only because purchasing power has declined, but because cheaper grains compete more effectively for the market. It is in these directions that unemployment chiefly affects wheat prices. At the same time other factors may alter the price of wheat with dramatic suddenness. When that occurs in a downward direction, as during the past twelve months, and when the movement is sharp, the result is little short of disastrous. Unemployment then can only be considered slight relatively to the millions who are out of work in Great Britain, Germany, the United States and other countries. While the numbers of industrial workers unemployed in Saskatchewan may be small in this comparative sense, the problem of finding productive work and furnishing adequate relief places a formidable burden on the government and the municipalities. With the low prices prevailing for wheat and the coarse grains, virtual unemployment prevails also in the farming communities. A substantial recovery in the price of wheat, as we indicate later, would make for a rapid return to more or less normal conditions; and while there is great risk in relying largely on wheat for agricultural income, under favourable conditions it can quickly carry industrial wages and farm incomes to higher levels. In the meantime, it is idle to minimise the serious effects of depressed wheat prices on wages of urban workers and the living standards of the agricultural community. It is not enough to point to time as a remedy, for the loss suffered by the individual can not be balanced by prospective gains in industry and agriculture in Saskatchewan.

BANK DEBITS AT THE CLEARING HOUSE CITIES OF SASKATCHEWAN, BY INDIVIDUAL CITIES, 1924-30.

City	1924	1925	1926	1927	1928	1929	1930*
Moose Jaw	97,032,711	105,510,363	110,068,208	109,425,240	119,937,245	128,436,189	54,318,291
Prince Albert	24,529,364	24,528,983	28,605,444	31,358,697	35,799,271	39,150,683	16,097,925
Regina	299,873,256	376,635,145	404,126,736	441,328,792	552,941,674	630,264,345	269,359,071
Saskatoon	117,115,462	126,233,796	146,930,427	160,732,823	203,264,797	224,155,812	93,174,857
Weyburn Security Bank Branches.....	33,043,169	42,491,860	49,982,244	51,396,596	55,372,926	40,562,191	11,223,700

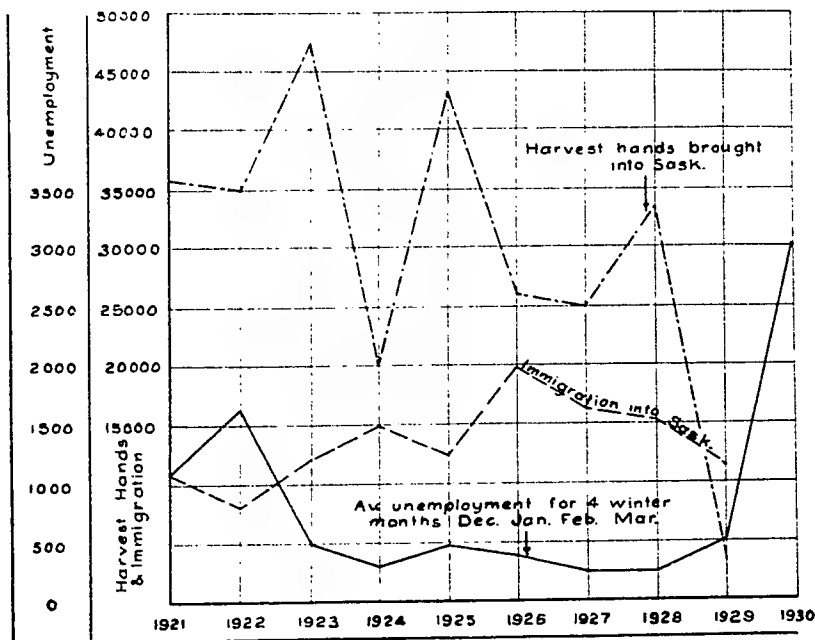
*Figures for 1930 are for the first six months only.

In other areas, where economic complexity of social structure is more advanced, it will probably require much longer to correct this condition. Here, where we depend, as we have clearly shown, urban worker as well as farmer, on a single product, the world's staple food-stuff, for the earnings of a whole province, we are necessarily less dependent on a general correction of depression than, for example, the people of a territory which lives by the production of manufactured commodities of non-essential character.

The immediate correction of a condition of stagnation in our industrial life will follow rapidly on the occurrence of one or two wheat crops of normal volume, with some upward correction in the relative price of this staple commodity as compared with others, and there is no reason to doubt the certainty of these happenings. The economic position of the non-agricultural community in this province is sound. Public measures of relief and private charity can be depended on to avert actual suffering among the workers.

It is agreed that unemployment at the present moment is of proportions which would justify action on a scale beyond the usual minor methods of relief. For that reason and in view of the fact that we have elsewhere concluded that it is desirable that the provincial government should undertake the clearing of land, where suitable for settlement but carrying brush and cordwood, we believe that it would be wise to carefully consider the possibility of combining the programmes of unemploy-

POPULATION MOVEMENT AND UNEMPLOYMENT



ment relief and land clearing in such a way as to provide some immediate correction for any lack of employment which may exist in the immediate future. We believe that proposals should be considered for setting aside provincial lands for clearing which are known to be suitable for agricultural purposes and are accessible to transportation, and that the government might operate unemployment relief camps in such areas, that special rates on cordwood shipped from these areas to the prairies might be conceded by the railways, and that the government might consider plans for the breaking of a portion of the cleared land and the provision of housing for settlers who may desire to locate there. Your commission has already, as a matter of public interest, advanced suggestions in this line to the government and learn that consideration has already been given to these and plans made for carrying them into effect. Measures of this sort can be depended upon to meet any emergency condition that may exist, and while we deal in the following appendix with the long-term outlook for our non-agricultural groups, we can close this survey with the reasoned hope that what depression now exists will be of a temporary nature, and need not be taken into consideration in planning for the future.

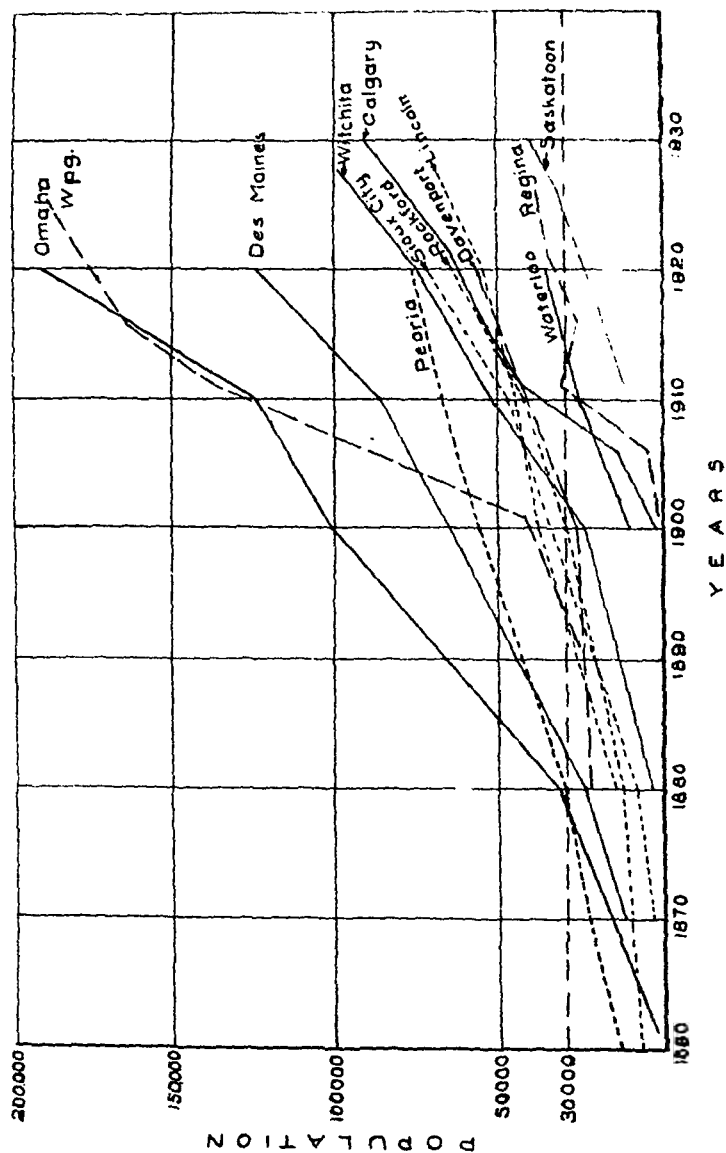
Appendix VII

OUTLOOK FOR NON-AGRICULTURAL ACTIVITIES IN THE PROVINCE.

In considering the outlook for the non-agricultural elements in the population of the province, we may divide the problem into four parts. First, we may consider how the rate of increase in the past corresponds with that of other urban communities, and from this deduce, with at least some weight of probability, the outlook for increase in the future. Second, we may consider the fact made apparent in the preceding appendix that up to the present we have established our non-agricultural activities on a basis of services to the agricultural community, and explore the likelihood of their expansion in that form. Third, we may consider the possibility of the creation and expansion of primary production of non-agricultural commodities here, and the establishment of urban communities economically independent of agriculture to a greater degree than is true of those now existing. Fourth, we may investigate, in at least a cursory fashion, the non-agricultural natural resources of the province, with a view to noting how well they are adapted to furnish raw material for industries, as well for industries looking elsewhere for their markets, as for those which will primarily serve our own community.

In connection with the first question we have already in Appendix II dealt to some extent with the laws, biological and economic, which seem to govern population growth, and append a graph showing growth of urban population in Regina and Saskatoon as compared with typical middle western cities in the United States.

On the second point we have already shown, in Appendix II, that as an agricultural community increases in size, there is reason to expect a more than proportionate increase in the size of the urban communities which serve it, and this tendency is confirmed by the figures just given. In Appendix VIII we draw attention to the fact that the area of lands available for the support of agriculture of the present type, and not now utilised, does not exceed twenty per cent. of the present farmed area, and it is at once obvious that if we assume a complete maintenance of present agricultural practices we cannot expect an addition of more than the same percentage to our rural population—perhaps less if we accept the theory of a further increase in the now established tendency to larger farms and more use of mechanical power. This, in accordance with the theory laid down in Appendix II, would provide for a proportionately greater increase in the urban elements of our population, but still to a very limited extent. The effect would, of course, be to some extent cumulative, since an increase in our urban communities would, by adding to the market for dairy and garden produce, meats and similar agricultural products, in all probability encourage their production without in the least decreasing the production of wheat for export, and add to the income of the producers, with conse-

POPULATION GROWTH OF SASKATOON, REGINA
AND SELECTED WESTERN CITIES

quent increase in their purchasing power, and therefore consequent possibility of increase in the amount of urban services which they could consume. It would be difficult to obtain statistical comparisons to show that the urban element in the population of a purely agrarian community is in size dependent not merely on the numerical size of the agricultural element but on the average earning power of the farmer, but it is plain that such a connection may reasonably be expected. Even with this addition, however, we may regard the limits of the growth of our urban communities, as far as that is dependent on their tributary agriculture, as being not very different from those shown as deduced from the experience of urban communities in similar areas elsewhere.

This lends point to the statement in Appendix II that only some major economic change may be expected to cause the rate of growth of a population to depart from its established curve, and we should, therefore, investigate the likelihood of the occurrence of such a change. One source we have dealt with in Appendix II, where we suggest that the application of careful supervision to our methods of land settlement to replace the past policy of *laissez-faire* may constitute such a change. It is indeed possible that, maintaining the present agricultural practices as far as the type of production is concerned, but altering them in the choice of location—as far as our limited remaining reserves of land are concerned, and in more complete utilisation of these than would occur if we followed earlier settlement policies—we may evade to a marked extent the conclusion reached above, and cause our total arable area, by more efficient use (without any other major departure from present agricultural practice) to support a larger population.

A more marked effect would be produced if, in our consideration of the third division of our study, we should come to the conclusion that this province is capable, to a decided degree, of supporting industries producing commodities for export from our own area, for in that event the growth of urban industry would appear to be rendered to at least some extent independent of our own agriculture.

Such an industrialisation of the community would depend on several factors. Have we the natural resources to provide raw materials? Have we the opportunity to find markets for the products? Have we such other special advantages that we might reasonably expect to engage, as has been done in other areas, in the importation of raw materials and their conversion into finished form for export?

None of these questions can be given a general answer, since the conditions of successful exploitation of one type of natural resource are entirely different from those governing another, but without attempting an elaborate study in detail, it may be possible to deal very briefly with a few of the chief items in our catalogue of natural resources.

Coal—It is known that this province possesses very large reserves of lignite coal. It is estimated that these amount to some sixty billion metric tons, located chiefly in the southern part of the province, as shown by the attached map. The production in 1929 was 577,820 tons of a value of \$988,435.

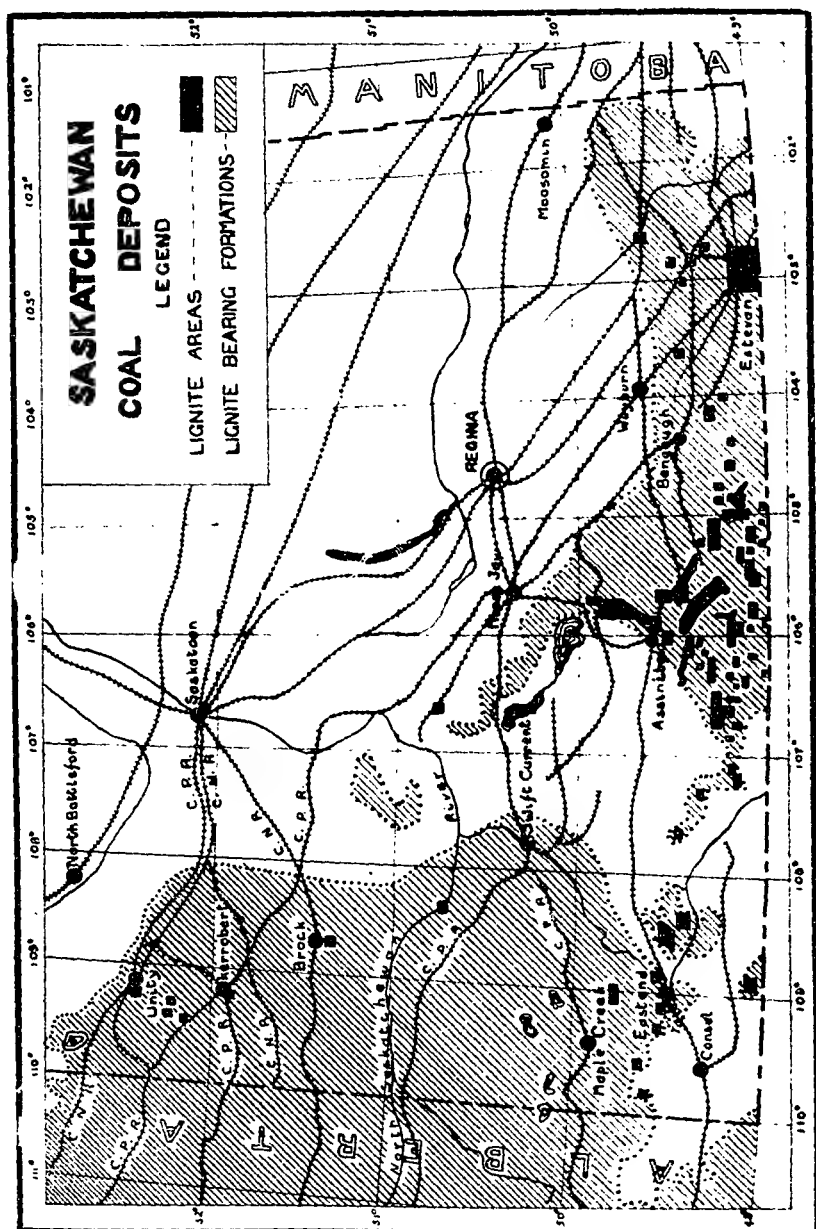


PLATE III.

It is admittedly difficult to find outside markets for lignite coal and coal briquettes, but it may be pointed out here that practically the whole commercial and industrial, as well as a large percentage of the domestic market of Manitoba, is available to the coal operators of Saskatchewan, and that at the present time, sixty per cent. of the output of the Saskatchewan mines is marketed in Manitoba. The limited production of this coal has been due partly to the lack of proper burning equipment for consuming low grade fuels.

In order to burn lignite successfully, non-sifting grates and an over-sized combustion chamber must be installed in the smaller plants, and where high boiler ratings are required, then, in addition to special grates and boiler settings, induced draft and super-heaters are required.

The coal operators of the province realise the futility of endeavouring to obtain much wider markets without first pointing out to the prospective consumer the necessity of installing suitable equipment.

At the present time there are in the province at least two well-trained and experienced combustion engineers who are devoting their full time to promoting the installation of proper grates and other equipment for burning lignite coal, so that there are prospects of shortly seeing a very substantial increase in the production and sale of lignite.

Coal, however, is not usually regarded as a decided contribution to industrial development except so far as it provides fuel or power for the manufacture of other commodities, and many other countries possess great reserves. In the case of Saskatchewan, the important measure to be taken is to find, if possible, means by which our possession of these great reserves of coal may be used to free us from the necessity of importing coal for fuel or power purposes. Research is being conducted along these lines, and should be pressed forward with hope of ultimate success. Incidentally, utilisation of coal has always produced other industries based on the conversion of its by-products.

Water Power: It is estimated that this province possesses water power amounting to 542,000 h.p. for ninety per cent. of the year, or 1,082,000 h.p. for fifty per cent. of the year. This is not on the scale that this valuable resource is present in Ontario, Quebec, Manitoba and British Columbia, while owing to the fact that the streams providing it are in the northern portion of the province, and remote from present settlement, progress in development has been slower than in Alberta, which possesses about the same amount.

There is at present only development of 35 h.p.; in addition to the partial completion by a mining company of a plant capable of developing 44,000 h.p., primarily for use in connection with the mining development on the Saskatchewan-Manitoba boundary at Flin Flon, and consideration is being given to other developments. In the very probable event of discovery of metallic minerals in paying quantities in northern Saskatchewan, there would be need for all the water power of the province in that one industry. Should this not occur, water power development might compete with coal in the provision of power for industrial and domestic use in the province generally. The amount available, however, is not of the order to make it probable that its possession will be a powerful factor in attracting industry to the province. A map is attached, showing the location of the principal water powers.

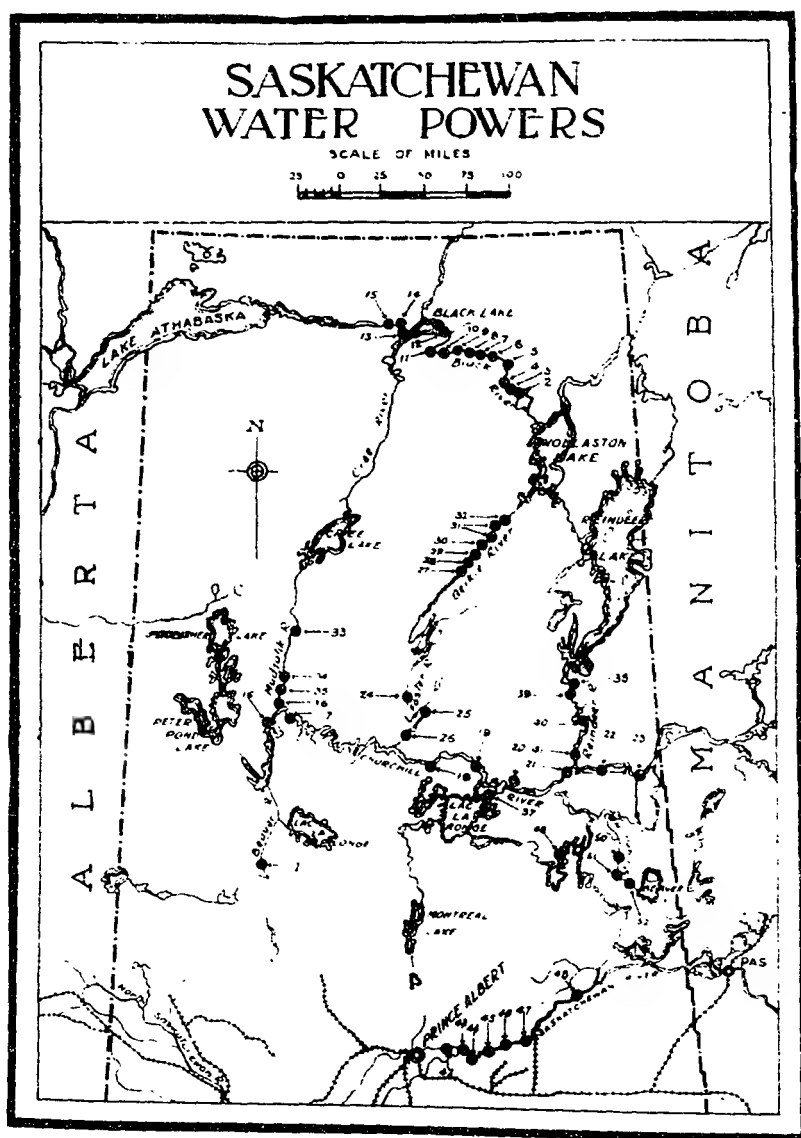
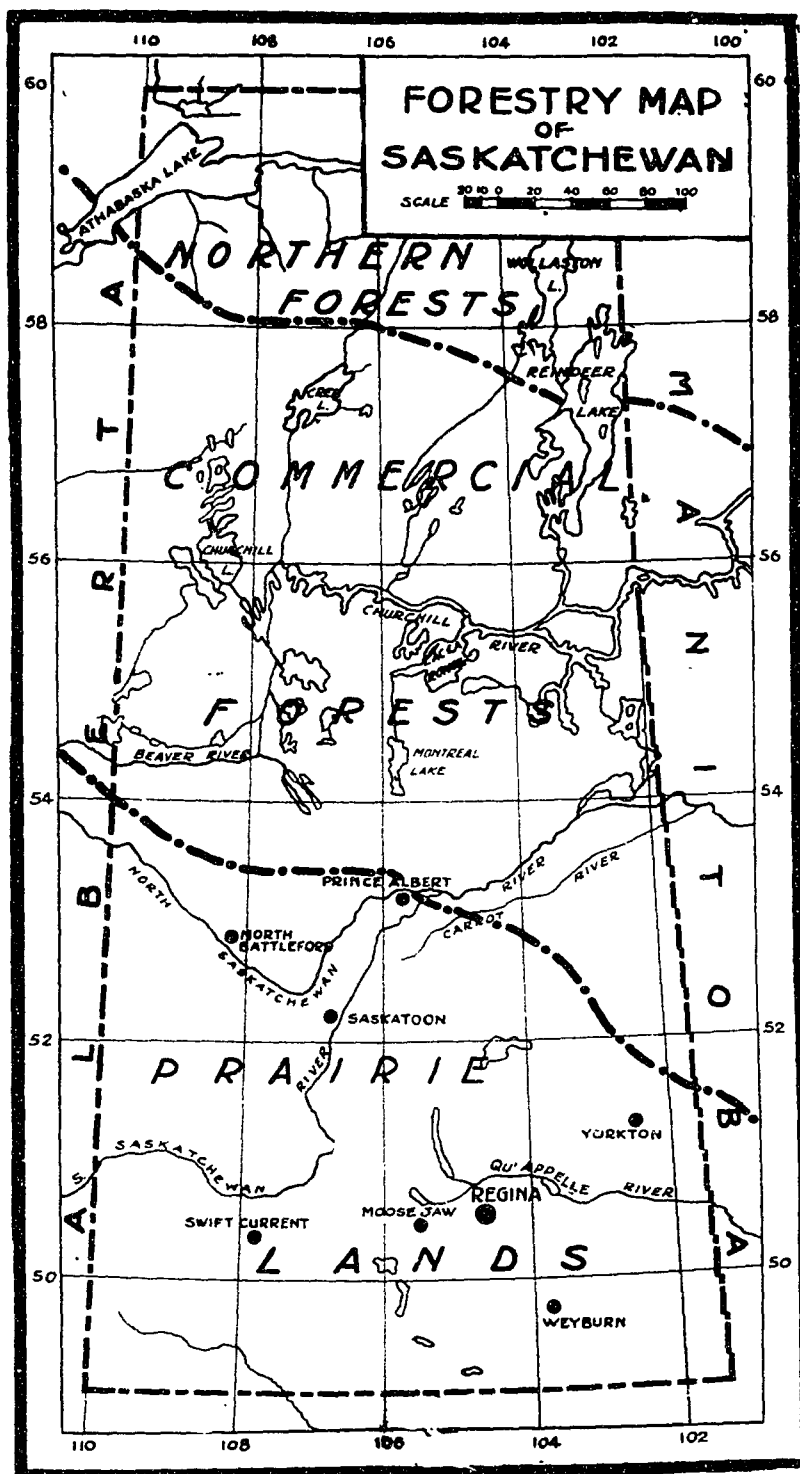


PLATE V

Forest Resources. Some 25,000 square miles of the province—chiefly in the northern portion—are believed to carry merchantable timber amounting in all to over eight billion feet B.M. A map showing these follows:

While this represents a natural resource of great value to the province, the quantity is not a sufficient basis for a great lumbering or other wood-using industry with a large exportable product. It is rather on a scale that should provide a reasonable domestic supply of certain types of lumber. Present production is at the rate of about 23,000,000 ft. B.M. per annum, of a value of over



half a million dollars, and is but a fraction of the total amount used in the Province. An even larger amount of standing timber was converted into laths, posts, ties and firewood, and unquestionably there are reserves of timber available for such products in addition to the amount given above.

In our hearings at Hudson Bay Junction (vol. 10), much stress was laid on problems concerning the economic utilisation of pulpwood. While it is not within the scope of the report to make recommendations concerning plans for the development of natural resources except in so far as they directly affect immigration and land settlement, we have ventured to recommend consideration of the establishment either by the government or otherwise of a pulp mill in order to provide a ready and accessible market for the pulpwood of settlers in the district mentioned. This recommendation is necessarily tentative since it is not, in our opinion, a matter directly affecting land settlement that a pulp mill should be established, but the tenor of the evidence was such as to lead us to believe that some means should be provided for correcting the marketing difficulties of settlers owning pulpwood.

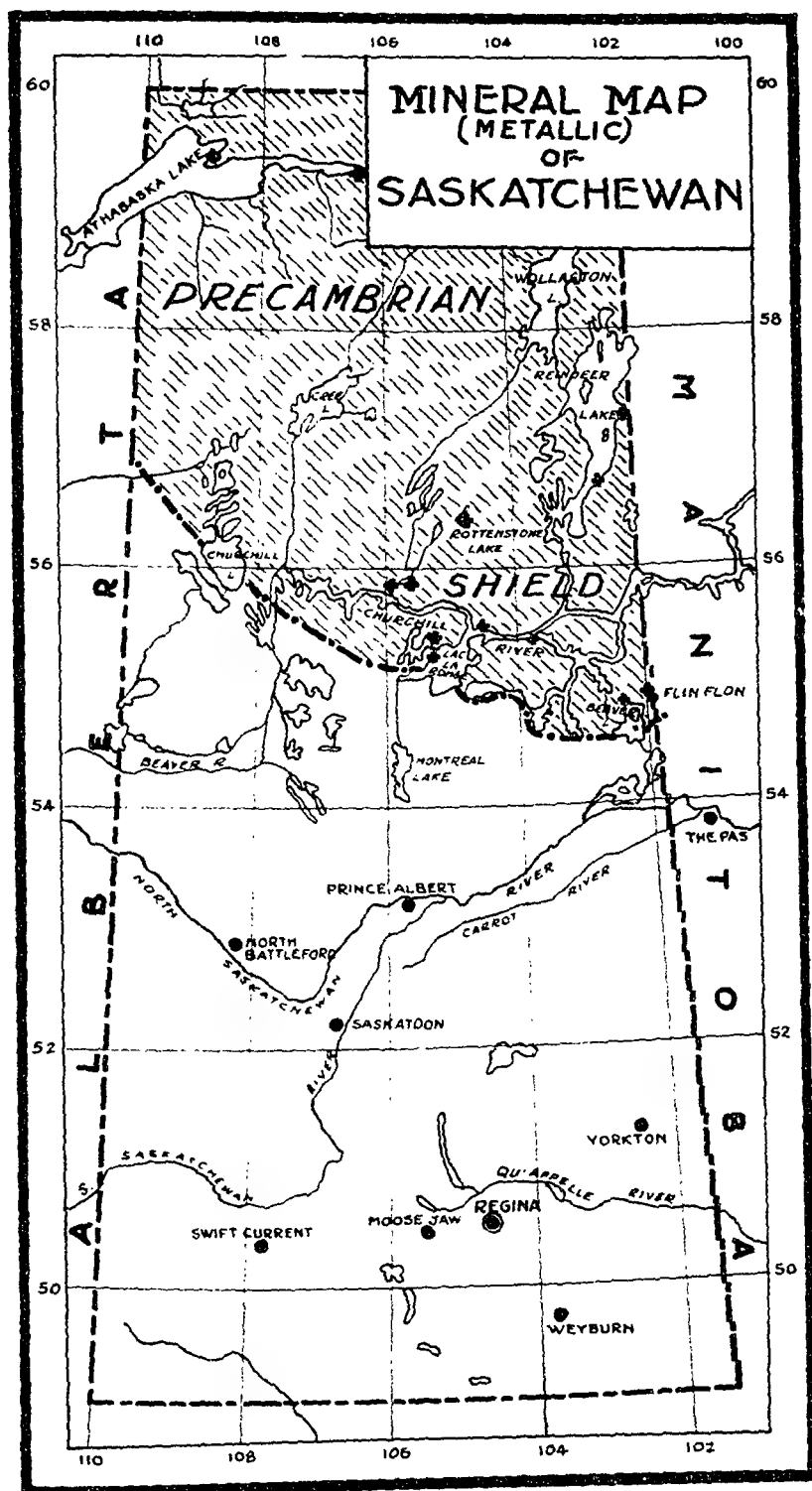
Our forest areas have also enormous value as game shelters and recreational areas even where not carrying merchantable timber.

Oil and Gas: These are believed to be present in the province in paying, and possibly in great, quantities. Attempts are being made to locate and develop the deposits, but the whole matter is in too early a stage to permit of any assured hope of the creation of an important industry.

Metallic Minerals: Gold, zinc, copper, lead and iron are known to occur in the province, and the geology of the northern portion of the province is such as to lead to the hope that they will occur in paying quantities, with no known limit to the possibilities of discovery and production. So far, however, the most promising development is that referred to above on the Saskatchewan-Manitoba boundary. An attempt has been made to ascertain the presence of a paying body of copper-nickel ore at Rottenstone lake, but seems likely to be abandoned. (The conclusions of this report are based on present knowledge in this regard, but admittedly, future developments may radically alter them. A map dealing with this is attached.)

Non-Metallic Minerals: It is in this classification that the most immediately promising natural resources of the province occur. Clays suitable for the manufacture of common brick occur in many parts of the province, and are used to some extent. The development of this industry will unquestionably depend on the extent to which brick is used in the building industry of the province, and in view of the limited nature of our forest resources, this would be a very desirable trend, and is wisely being encouraged.

Other clays, suitable for the manufacture of face brick, hollow tile, terra cotta, paving brick, and a great range of ceramic products, occur in great quantities, chiefly in the southern portion of the province. Actual manufacture of tiles is being carried on, and the Ceramics Department of the University of Saskatchewan is demonstrating the



commercial possibility of other types of production. The quantities available and the variety of types make it seem possible that a great ceramic industry may be created in the province. Ball clay is regularly exported to Ohio, and clay for bricks and pottery to Alberta. The province stands unusually high in the matter of these resources. A special variety of clay known as bentonite, of value in the paper and textile industries, as a clarifier of oils, and as a base for the manufacture of soaps and face creams, occurs in important deposits in the province, and markets are available for it. A map showing the chief clay deposits in the province follows:

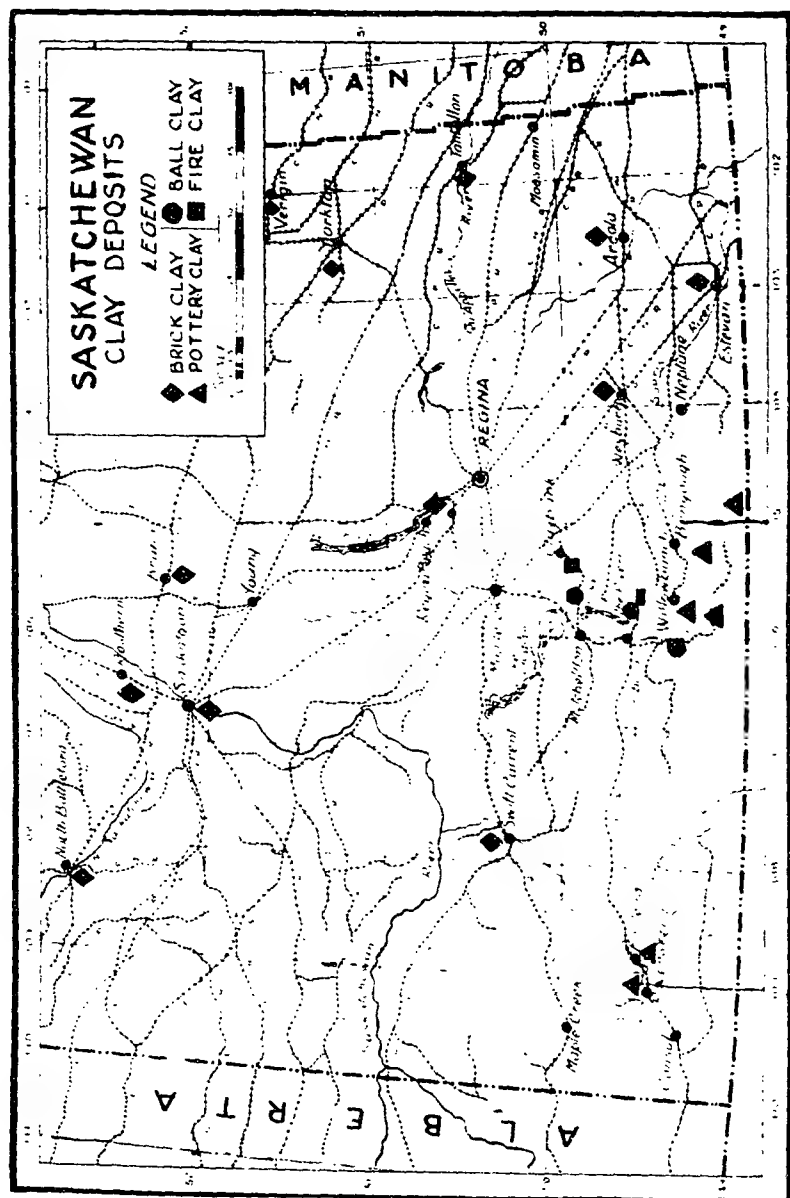


PLATE II

In the Lac la Ronge area there are great deposits of silica sand of high purity. This is the raw material of glass manufacture, and as another necessary element, limestone, is present, there is every reason to hope for the creation of an important industry.

The greatest actual development of non-metallic mineral resources so far attained is in connection with the deposits of sodium sulphate to be found in many parts of the province. This material, the distribution of which is illustrated by a map, is important in paper making, the manufacture of glass, dyeing, tanning and medicine. The

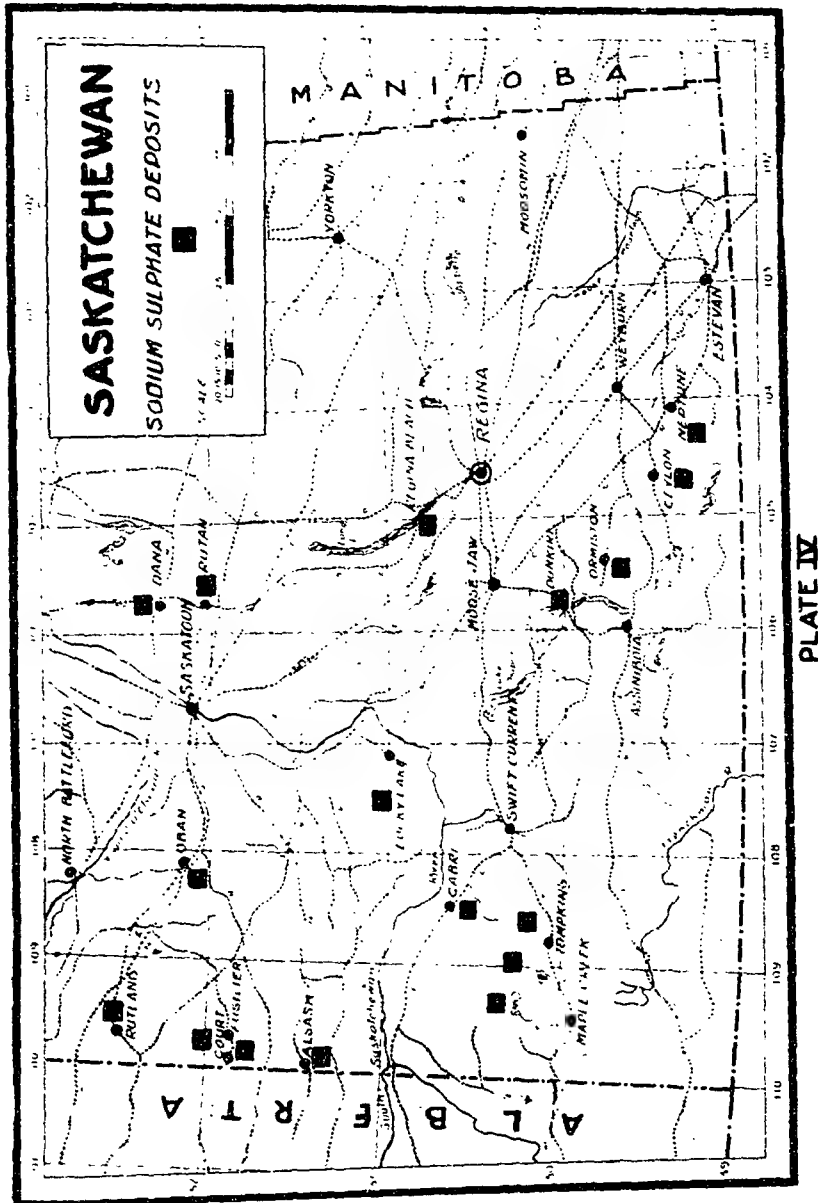


PLATE IV

known deposits in the province amount to many millions of tons. Production in 1929 was 6,120 tons of a value of \$70,396, the chief present market being the sulphate paper mills of Eastern Canada. These use over 38,000 tons per annum, while imports of Glauber's salt and of nitre cake (two other forms of this material) are over 35,000 tons per annum.

These notes deal with the more important of the natural resources of the province on which we may hope to base industrial development. In addition, a great opportunity exists in the processing of the products of our agriculture. In the one item of wheat, were our annual production to be converted into flour here, the resultant industry would be a major one, adding a conversion value to this raw material of over a hundred million dollars, annually. For various reasons it is not possible to hope that such a development will occur in the near future. For one thing, the great markets for our wheat are in Great Britain and Europe, and their established milling industries, centrally situated, are able to buy the wheat of many countries and to so blend and combine them as to effect great economies in manufacture, and produce flour especially adapted to market demands. On the other hand, the domestic consumption of flour in this country steadily increases, and there have been important developments in the line of producing flour from our lower grade wheats for export to Oriental markets. A prosperous and promising industry has already been created and should expand rapidly.

Complete facilities now exist for the conversion of our dairy products into finished form, and the further growth of this industry will of course be limited solely by the increase in primary production.

A less satisfactory condition exists in connection with the meat packing industry, which at present absorbs only about thirty per cent. of the annual production of live stock, and which is capable of expansion to absorb it all, with great benefit to the economic life of the province.

The following table gives the amount of live stock sold in stock yards in Saskatchewan and at outside points in 1929:

	Total	Sold in Sask. yards	Sold else- where	Percentage sold in Sask.
Cattle	148,898	38,225	110,673	25.6%
Calves	26,972	6,742	20,230	25. %
Hogs	258,396	122,904	135,492	47.5%
Sheep and lambs ..	40,349	24,469	15,871	60.6%

Note: Figures showing amount of Saskatchewan live stock utilised by plants not available. The above table gives the sales of Saskatchewan live stock on the stockyards of the province as compared with sales outside the province. In these figures may be included some which originated in Alberta which would, however, be so small as to be negligible.

Interesting experiments point to ultimate utilisation of the mass of straw, annually wasted at present, in the manufacture of strawboard, and it is to be assumed that the constant search for new substitutes for wood as a raw material will cause the conversion of this great annual production of cellulose material into manufactured form.

This cursory survey of our chief known natural resources is necessarily incomplete. There is always the possibility of the discovery of metallic minerals on a scale sufficiently great to ensure that their development will be pressed forward rapidly, and to permit the establishment of great industries based on them. Many minor but highly promising deposits of non-metallic minerals other than those listed are already being worked, and are susceptible of considerable expansion.

In the matter of geographical location it must be admitted that this province, situated as it is in the centre of the continent, and on the northern boundary of the great population masses, is not in a position of great advantage, while our opportunity for industrial development seems to occur at a period when we should have to compete in world markets already well served.

On the whole there does not seem to be reason to expect industrialisation on a grand scale in the near future. This, however, does not give us cause to despair of steady and sound growth of our industrial life. We have already noted the speed with which our manufacturing industries are increasing in volume of output, and since, as we have pointed out, flour milling is the only one of them chiefly dependent on the export market, it is evident that this growth has been by the route of seeking opportunities to create here the production of commodities for the use of our own population, and that, even where the raw materials have to be imported, we are still able to manufacture profitably.

The very disadvantage of geographical location to which we have referred as militating against expectation of the creation here of a great industrial life based on production for the use of other communities is actually an advantage in the case of such manufacturing as is intended to serve our own market. It is well known that modern theories of transportation rates are based on the principle that the cost of movement shall be generally proportionate to the value of the commodity moved, and this makes it possible to assemble raw materials here from many sources at a transportation cost less than would be the case with the finished article.

For these reasons we suggest that the growth of our industrial system must primarily depend on the courage and skill of our own people, in studying the present and potential future demands of our own market for a great variety of products, and the establishment of industries to supply them.

This is a slower and less impressive road of development than that which has been adopted in areas where geographical location and possession of great stores of certain raw materials have combined to induce great corporations to locate their industries intended to produce on a huge scale for widely spread markets, but it is none the less sound. Indeed, in view of the experience of the sometimes unfavourable effect on the rural life of a country of a very rapid development of metropolitan manufacturing centres, we have no hesitation in saying that the slower type of growth which we foresee as probable in the case of this province will in the end prove also the safer, and the best adapted to the ultimate development of our community on lines which will ensure the greatest permanence and stability.

In the case of the special raw materials of which we possess reserves on a large scale,—such as sodium sulphate, clay and silica sands,—we should accept with equanimity their development at present as sources of raw materials for the industries of other areas, with, however, every intention of ultimately treating them as the basis, in some cases at any rate, of industries producing finished products.

In some cases—as that of sodium sulphate, where the chief known use is in the manufacture of paper, a commodity whose production is limited by accessibility to pulpwood—while we may hope for some development in this province, this will be determined by our actual resources of suitable forest areas, rather than by our possession of sodium sulphate. That is, while careful thought should be given to the possible creation of industries producing finished commodities from sodium sulphate—of which there are many—we should cheerfully accept the opportunity to be producers of raw materials on a large scale.

In other cases—as with clays and silica sand—our attitude might well be different, and while welcoming every opportunity to be sellers of raw materials for the industries of other areas, we should regard this as a temporary development, ultimately to be replaced by the creation here of industries to finish these commodities.

The surest method of doing this will be by first creating here the industries on a scale intended to supply our own needs. The glass and ceramic industries, which are the obvious ones to be established on the resources mentioned, are well adapted to development along such lines. It is possible, in these cases, to establish small industries producing one or more special lines, even one or more single articles, and to find markets for these. It is not necessary—as would be the case, for example, in the woollen industry—to create a great industry producing many types of cloth in order to obtain a foothold in the market.

The effect of these factors on the future growth of our urban communities may be expected to be one of encouraging their growth at a rate dependent on the rate of increase of the agricultural community—although as we have already pointed out, probably proportionately more rapid. It will not, in our opinion, be one of causing such a sudden increase in urban elements in the population as has, in many communities, caused them to far outstrip, and indeed almost overwhelm, the rural elements.

It is apparent also that the development of our industrial life and our urban communities cannot be left to drift undirected if we are to have it proceed with reasonable speed. We shall not be automatically industrialised, and indeed industrialisation will only be obtained at all by a programme of careful investigation of opportunities and courageous and skilful use of them.

Such methods as the encouragement of our utilisation of clays by the establishment of a Ceramics Branch at the provincial University must be followed completely and logically. Encouragement to research is a vitally necessary preliminary to the development of a sound industrial life here. Not only will scientific research be needed, but economic study. There are undoubtedly many commodities now being imported into this province the consumption of which is sufficient to

warrant the establishment of at least some small factories, and while private initiative will be necessary to the establishment of such institutions, public encouragement to the movement could be given by the collection of information, and its availability to enterprising citizens.

In many communities the reaction on agriculture of too rapid industrial growth has been most unfortunate, producing a great acceleration of the trend to movement from country to city, with consequent serious economic loss when some temporary check to urban industries throws many of those so induced to migrate out of employment, and they are unable to re-establish themselves in agriculture. This tendency to lack of balance between urban and rural elements is at all times deplorable. It is, however, not as serious where the industries are not dependent wholly on a local market. For example, the young men attracted to the automobile factories of western Ontario may at the present moment be unemployed, while the lessening of agricultural production resulting from their migration is not corrected. There is, however, hope of a revival in their industry. We have pointed out that we expect the industries of this province to remain, however, essentially dependent for their market on the people of the province, and in this case, not only would too rapid a development of industry, with consequent migration from country to city, expose us to danger as in the case quoted, but it would from the first tend to impair the chance of success of the industries so established.

Such a danger might perhaps be avoided by at all times permitting the existence of a permanent surplus in the urban labour markets—perhaps by permitting unchecked immigration of urban labourers. In a previous appendix, however, we pointed out that one of the chief factors in maintaining a high economic level of subsistence among our non-agricultural population was the fact that such surplus of unemployed workers as exists might be considered, not, as in many other communities, potentially permanently idle or lacking in full time employment, but purely temporary, and only awaiting creation of satisfactory positions in the social structure. This highly desirable state of affairs should not, in our opinion, be in any way interfered with.

On the other hand, the experience of other communities should be considered, and the possibility that expansion of urban industry may tend to create such a demand for non-agricultural workers as to temporarily raise urban wages to a point where the tendency to migrate from country to city would be unduly stimulated. We are therefore of the opinion that we should not commit ourselves to too definite and permanent a policy of exclusion of non-agricultural workers, and in our report have left room for the exercise of discretion in this regard.

This will, of course, be the ultimate benefit of all classes, for while it may be possible for organised labour to maintain such a wage scale among many classes of workers as will hold the general standard of earnings at a high level, in a community such as ours, which we see as essentially dependent on the prosperity of agriculture, too high a standard of urban earnings might destroy its own justification, by effecting a decrease in the basic industry.

The economic position of this province, in the matter of non-agricultural activities, may then, we feel, be fairly summarised by saying that it offers great and wholly satisfactory opportunities for development, but there is no reason to foresee, on our present information as to our natural resources, anything resembling a boom. On the contrary the complete development required to make our economic life a full and well-rounded one will need to be induced by careful and intelligent planning in which public authorities must collaborate to the full with private interests in research and in exploration of opportunity.

Appendix VIII

SURVEY OF LAND RESOURCES.

It has been a necessary part of your Commission's studies to attempt to ascertain how completely the arable lands of this province are at present utilised, and what reserves remain in public and private possession, since this must be a major factor in determining the optimum policy of immigration and settlement.

It is not of course the only factor. Land may be privately owned, and at least nominally utilised for agriculture, and still not be tilled to the point of earning its maximum revenue under the present economic conditions of the community; or land may on the other hand be divided into such small holdings as to make it certain that their tillers will, under present economic conditions, be unable to earn an income in keeping with the standards of our community. It is the purpose of your Commission in recommending soil and economic surveys of the agricultural areas of the province, to suggest a means by which we may obtain information concerning the existence of either of the two uneconomic types of land utilisation just mentioned. Without that exact information we can offer only the statement that on the whole the balance between area of land and labour—as increased by mechanical power applied to it, seems to be generally the same in the province, and generally in keeping with existing economic conditions; *i.e.*, that in general the landowner or tenant farmer has only land enough to enable him to utilise it according to current standards of proper agricultural practice, and still enough to provide him with full employment in gainful work.

It is on this basis then that we attempt to tabulate the used and unused agricultural lands of the province—assuming that the provincial average of 389 acres per occupied farm does not include any substantial excess of holdings over the needs of the average farmer, and that therefore all the land included in occupied farms may be assumed to be utilised, as far as its utilisation or not might be a factor in determining our recommendations as to an immigration policy.

That this is reasonably correct is borne out by the fact that the 117,781 farms of Saskatchewan, in 1925, with a total area of 45,945,410 acres, had no less than 27,195,453 acres under cultivation in that year; 26,264,460 in 1926; 26,589,832 in 1927; 27,933,204 in 1928 and 30,085,714 in 1929—a fact which at once disposes of the sometimes made assumption that the farmer of this province has much too great an average holding to till to advantage and should at once proceed, for his own sake, to sell half his farm to a new settler.

Assuming the correctness of these conclusions, we find that the remaining lands available for settlement in the province will be the difference between this amount of 45,945,410 acres at present utilised, and the total arable area of Saskatchewan.

- Cf. Number of farms and area included as given in Census of 1926.
Cf. Statistics on acres under cultivation from Secretary of Statistics,
Department of Agriculture, Regina.

The total land area of Saskatchewan is 155,764,480 acres. Various estimates of the arable land are as follows:

Canada Year Book, 1928-29	93,458,000 acres
Estimate of National Development Bureau	60,000,000 "
Report of Secretary of Statistics of Saskatchewan.....	58,000,000 "

We may dismiss the estimate given by the Canada Year Book as being much too optimistic, since this publication, while usually of great accuracy, in this regard has not had access to any more complete information than is available to the other authorities, both of which are definitely charged with attempting to furnish statistics of land reserves, not as in the case of the Year Book for general information, but as the basis of plans for development of our resources, their agreement within 2,000,000 acres constituting evidence which must outweigh that of the Year Book.

It must be remembered that the term "arable" is not susceptible of precise definition. Land may be non-arable in one country or in one epoch and be arable in another. For example, in certain districts of western Ontario there is at present a "boom" in the production of a certain type of tobacco. This is produced successfully only on a certain type of light sandy soil, which was in the earlier days of the district in question regarded as not desirable for general agriculture. A change in the fiscal policy of Great Britain which places a premium on the production of this type of tobacco within the Empire has led to a reversal of values, and the type of soil to which we have referred is far more valuable per acre now than is the heavier soil which at one time was held in higher estimation.

Again, while this type of soil is now valuable in western Ontario, its special present value would not attach to it if located in northern Saskatchewan, since climatic limitations would, within our present knowledge, forbid successful production of Bright Flue-cure tobacco there, even if the soil proved perfectly adapted to this crop.

Similarly, muck lands suited to the production of celery are very valuable if situated where, as in Michigan, they are within economic reach of such a market as that of Chicago, but may not be included in any properly prepared estimate of arable lands in districts far removed from great centres of population.

The only reasonable use of the word "arable" in connection with the soil of this province at this date is to confine it to those types of soil in those locations, which would permit utilisation of the soil for types of agriculture generally practised in our community, and there is reason to believe that both the authorities of the province and those of the Dominion have attempted so to use the term in preparing the estimates to which we refer.

Your Commissioners are reporting on policies of settlement suited to the present moment and the future as reasonably discernible. In their report they have endeavoured to provide in their detailed recommendations for a possible flexibility of policy intended to permit adaptation to changing economic and other conditions, and our acceptance of certain estimates of arable area of the province must not in any sense

be taken as an expression of our opinion that successful agriculture can never be practised on a much greater area of the province than these estimates now give as arable.

In addition to these estimates we have during the course of our sittings and other investigations, accumulated much data bearing on this point, and now proceed to consider it as a means of verifying the authoritative estimates quoted.

We shall first consider the northern limit to agricultural expansion. That such a limit must exist—if only by the finding of a place where the soil is perpetually frozen or snow covered—must be conceded. The exact definition of the line beyond which production of ordinary farm crops cannot be carried northward without exposing the grower to certainty of failure due to too frequent loss by frost has not been established, and probably will never be established. For reasons which will become apparent later in this memorandum, we have not attempted to go very deeply into this question, and merely record what seems to be a general opinion that a line drawn from about McMurray, Alberta, to Cumberland House near the Manitoba boundary, would represent a line beyond which agriculture might well be considered too hazardous—from the frost danger—to be pursued.

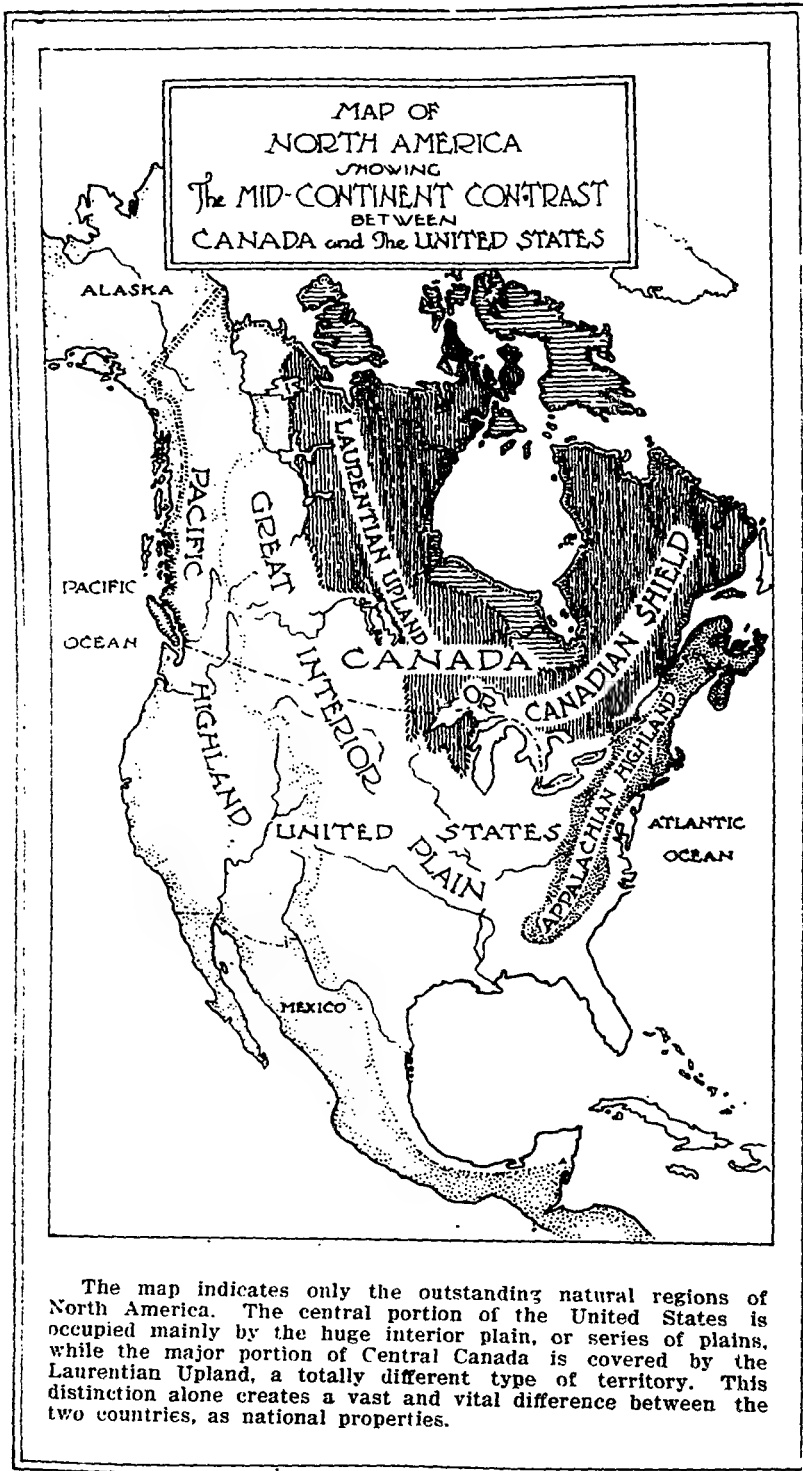
It is true that isolated experiments in the production of wheat and other standard crops north of that line have been frequently reported as successful, but it is to be noted that none of those reporting them have undertaken to accept their agricultural activities as the means of livelihood.

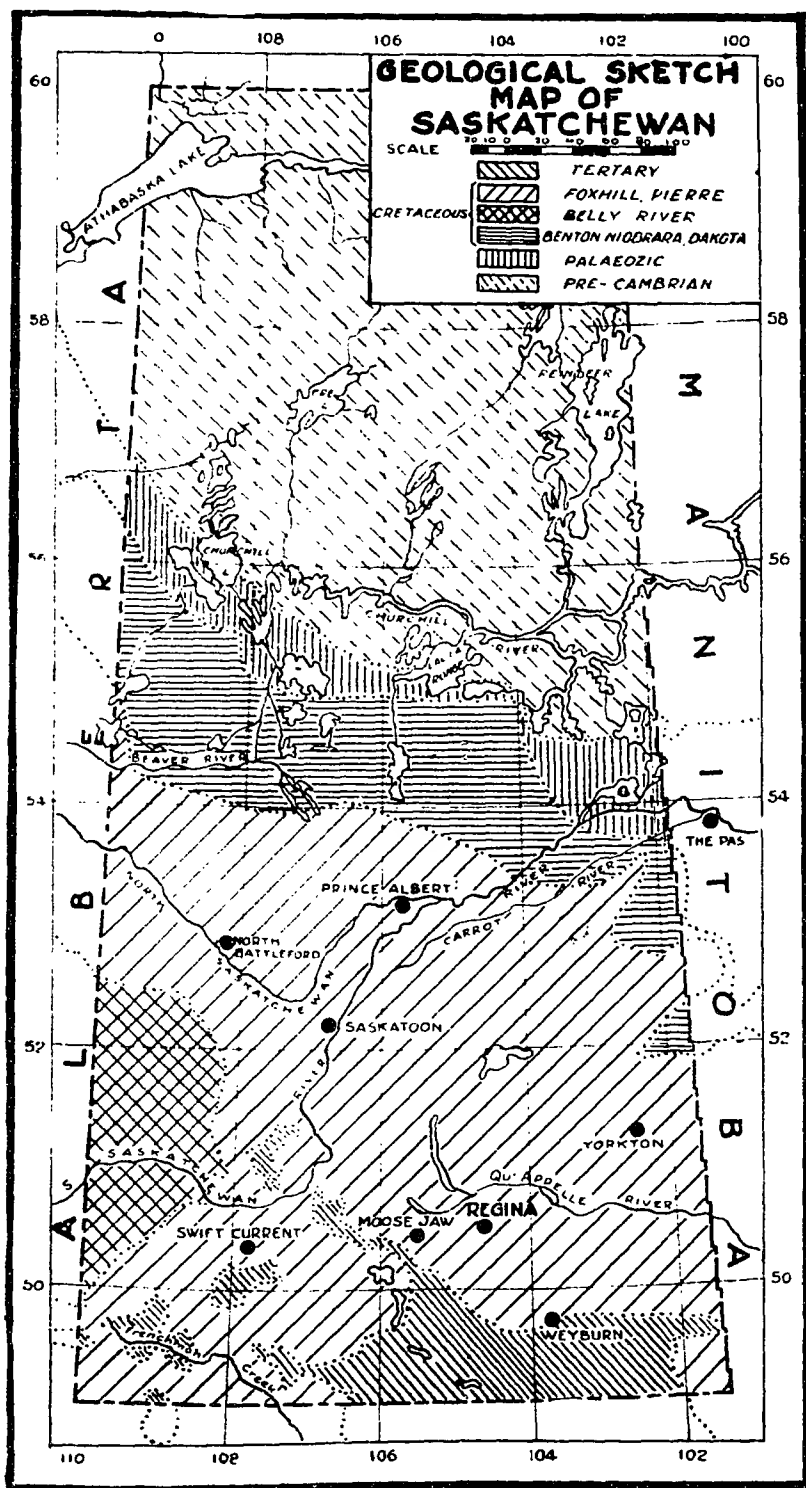
The northern limit of successful agriculture is set, however, as far as we are able to judge, not by frost danger alone, although this is important, and would operate against successful settlement of areas of otherwise suitable land which might exist beyond the limits of the arable area as defined by the test which we shall next apply—that of soil.

We submit here a map showing the general topographic divisions of North America. Reference to this will show that the main agricultural activities of this continent are confined to what is known as the Great Central Plain, and to smaller areas set as “islands” in the Pacific highlands and the Appalachian system. While this province possesses a generous share of the Great Central Plain, its boundaries are very clearly set, on the south by an international frontier, on the east and west by interprovincial bounds, and on the north by the Canadian or Pre-Cambrian Shield.

There exists no fixed rule by which we can assert that no arable land will be found in this latter particular geological formation, but the probability that once we cross its limits we are in a land ill adapted for our type of agriculture is very high.

It is true that in Ontario and Quebec a great Clay Belt estimated to contain over twenty million acres occurs as an “island” in what is otherwise a great expanse of rock, sand, swamp and scrub forest, and offers homes to a rapidly increasing population of farmers, who find the soil fertile and the climate not prohibitive of a profitable agriculture. For topographical reasons it is doubtful if a similar area will be





found to occur in the Pre-Cambrian Shield in northern Saskatchewan, or at any rate, that if it occurs, it will be within the climatic limits of safety.

Assuredly there will be found limited areas of highly fertile soil along the courses of the chief rivers and surrounding many lakes, exactly as an area around Lac St. Jean in northern Quebec has been sufficiently important to provide a home for a prosperous community, and while the probable location of such areas in this province are far north of Lac St. Jean, it must be remembered that the isothermal lines tend northward also as we go west.

Consultation of a map of the Dominion showing the merging of the Central Plain into the Pre-Cambrian Shield would denote that the line of division follows very closely the line already offered as the probable northern limit of profitable agriculture for climatic reasons.

Without therefore asserting that north of this line agriculture can never be established, we may say that until more complete investigation shows definitely the existence of other agricultural areas, the line from McMurray, Alberta, to Cumberland House, or possibly to the southern end of Lake Amisk, may be taken as the northward limit of agricultural development, on the lines of agriculture as now practised in the province.

This has been determined by consideration of climatic and general physiographic factors. These are not necessarily evidence that the land lying to the south of the line is all available, or even in large part suitable for agriculture, since even in the southern part of the province large areas are admittedly non-arable. Settlement has been proceeding north very rapidly in recent years, and the process of surveying lands with a view to opening them to homesteading has been completed up to an irregular line trending somewhat south of eastward from Lac des Isles on the Alberta boundary to the southern limits of the Porcupine forest reserve near the Manitoba line, with narrow strips surveyed following the Carrot river to the provincial boundary north of the Pasquia forest reserve and the line of the Hudson Bay Railway and the Hudson Bay-Swan River railway line, from Hudson Bay Junction to the Manitoba line.

Some of the members of the Commission made visits to this northern frontier of settlement and made observations on the spot. Sittings were held at Tisdale, Nipawin, Hudson Bay Junction and McElhanney.

In addition further data concerning the success of this attack on the northern limit of agriculture exists, and may now be examined.

The Dominion government survey which made a general classification of land and of the main soil types in an area north and east of Preeceville, bordering the Porcupine forest reserve, showed that the land in this district is in general of good quality and ready for breaking. Most of it has already been homesteaded. A similar survey made of the main soil types in a district south of Melfort showed the land ready for breaking and of good agricultural quality. This area also is in general homesteaded. The general classification of the land and the

main soil types in a district lying northeast of Prince Albert and between the Fort à la Corne forest reserve on the south and Candle lake on the north showed that this area contains a large proportion of sand and of peat, moss and muck, the areas of loams and clay between scattered. The survey also denoted that this land is only in part suited for immediate settlement. This area is especially interesting, as indicating clearly how as we approach the northern limit of settlement we find that not all the land of soil type suited to profitable agriculture can be utilised without extensive improvements in the matter of land clearing and drainage, and that often land open and suited to immediate breaking is of a type of soil not suited for agriculture as at present practised.

Notwithstanding the unfavourable nature of the report of this district from the survey made, homesteading in this area has proceeded very rapidly, and in a fashion which shows little regard for the facts shown by the land classification and soil type maps issued by the Dominion Government.

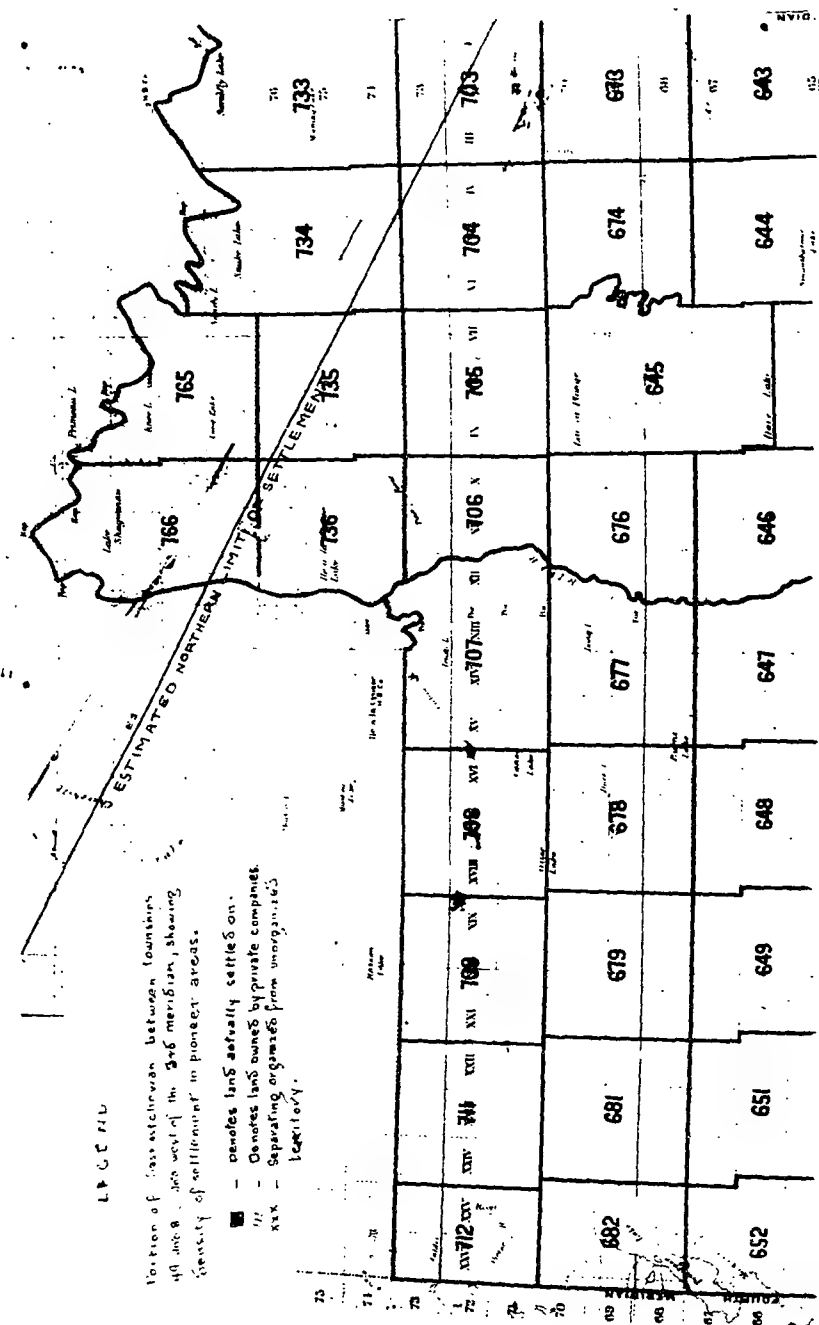
The Dominion survey of soil types in the Turtleford district indicated that the soil types in this area tend to be somewhat light and almost on the margin of suitability for agriculture, while, probably owing to easy access by rail and a general open condition of land with a minimum of work needed to make the land ready for breaking, the influx of settlers has caused almost all the district to be homesteaded.

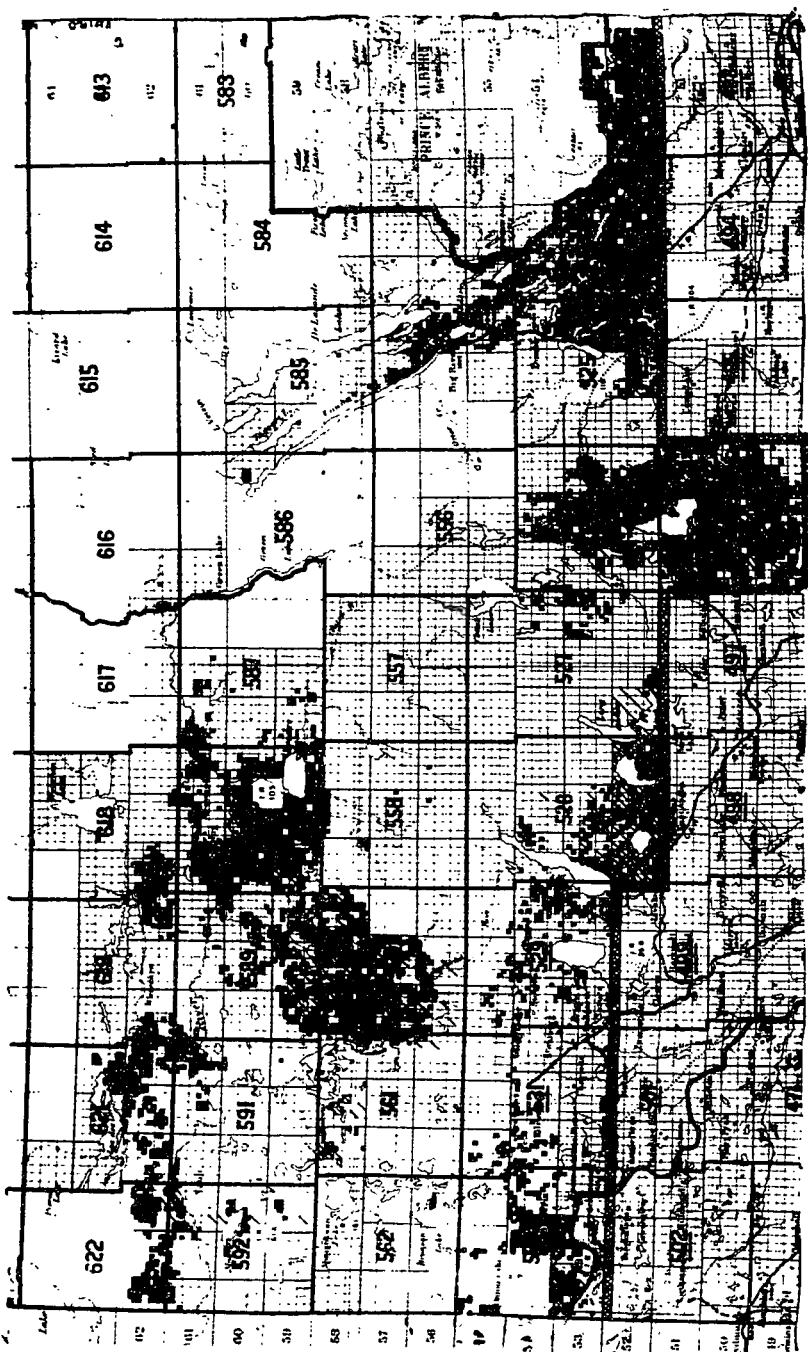
Another area in which a soil survey was carried out by the Dominion Government is that north of St. Walburg. The percentage of soil in this district unsuited to present types of agriculture is very high and the condition of the land such as to demand considerable expenditure of effort before it could be broken. Settlement here is confined to isolated homesteads, but immediately to the east the opening of a highway to Meadow lake has produced a considerable influx of settlers in a district of the same general type.

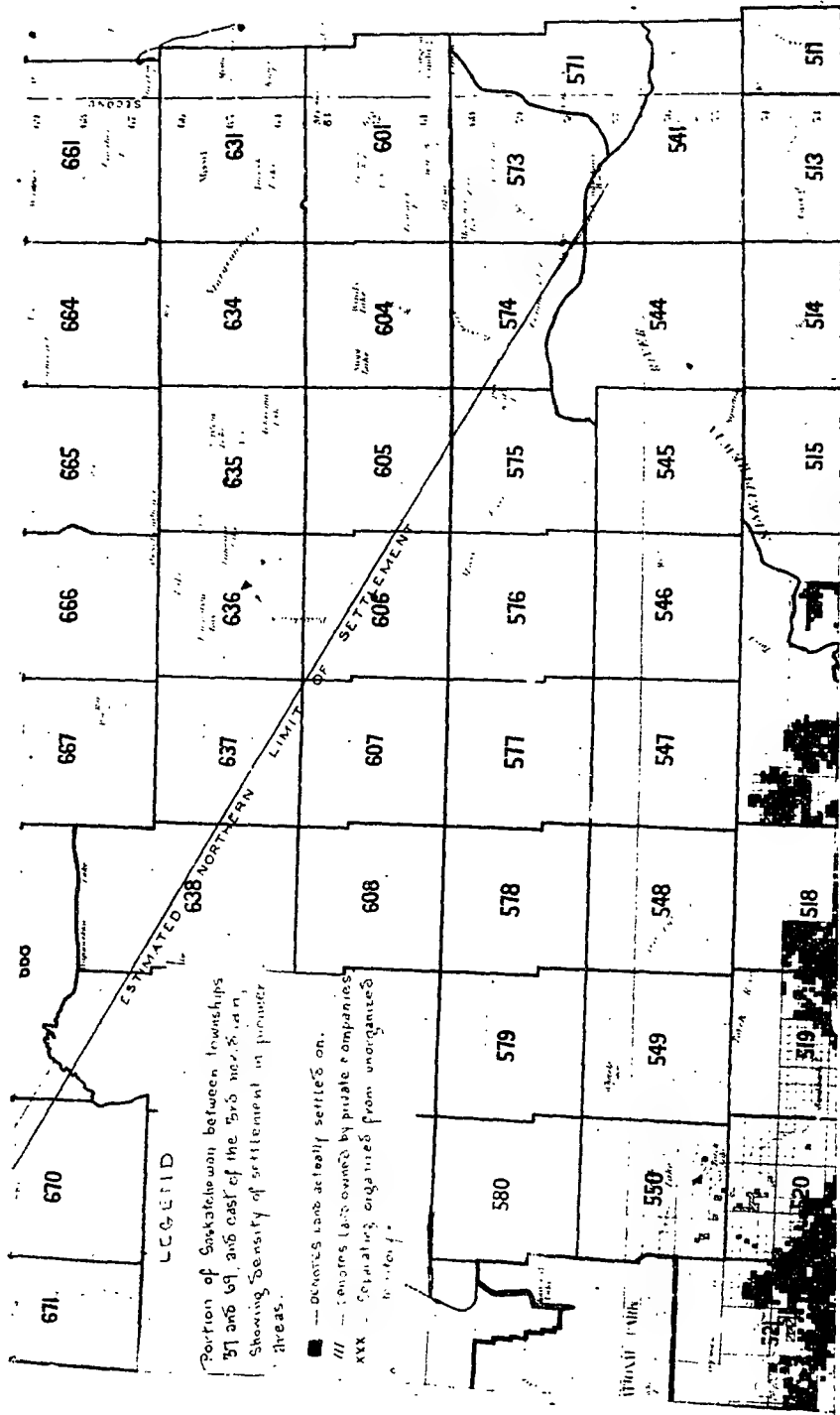
A study of maps and data available would incline us to believe that the northern limits of the surveyed areas of the province are probably close to the northern limit of the area to be considered as suited to present types of agriculture, and indeed, in certain cases include lands which should not have been opened to general homesteading.

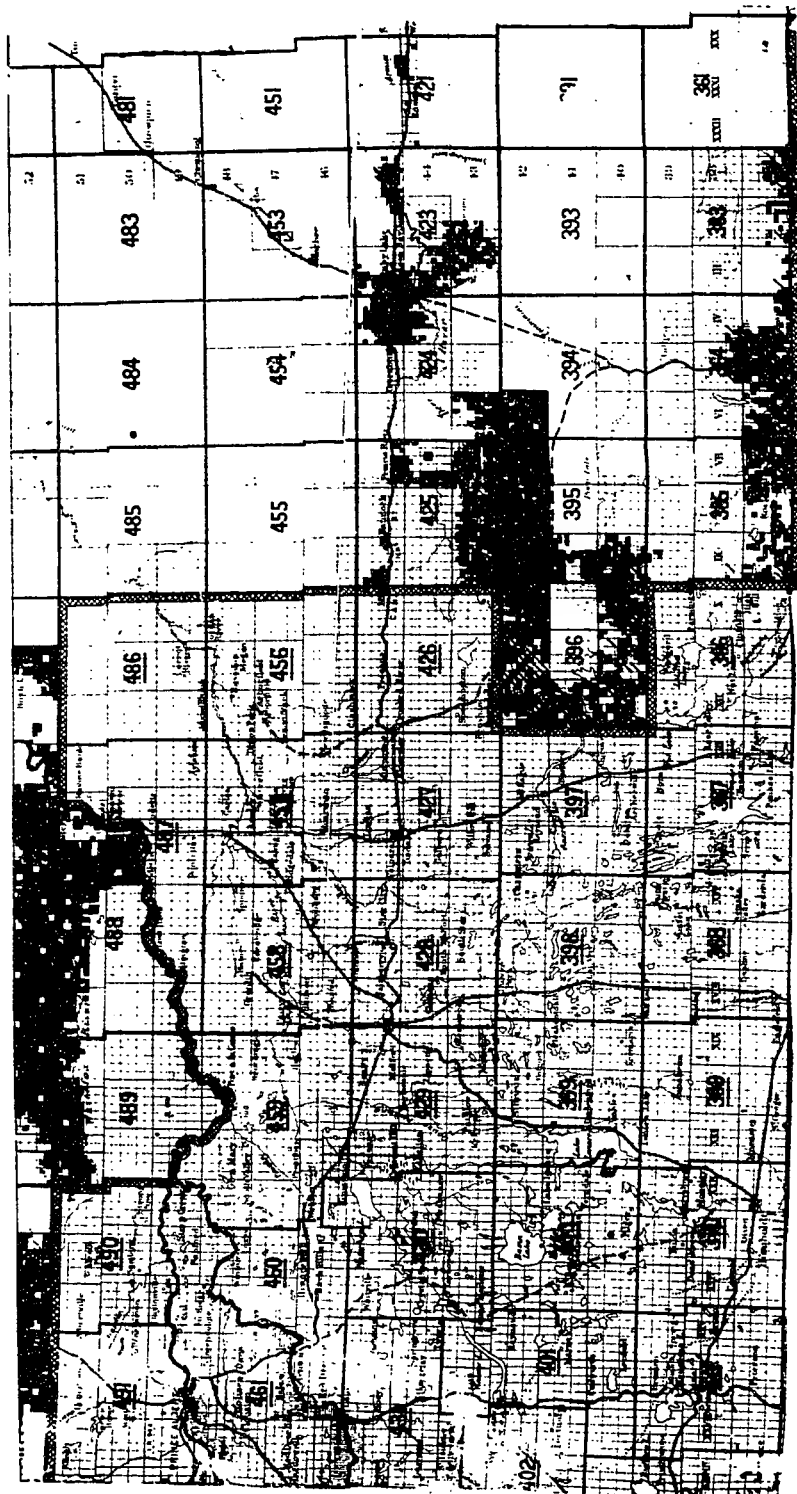
We append hereto maps showing density of settlement in pioneer areas of the province. These clearly indicate that settlement has progressed very close to the northern limit of the surveyed area wherever access has been made possible by the construction of rail lines or highways.

It is evident that even where soil types are satisfactory, the existence of timber or brush may render the utilisation of land difficult. Where the timber is merchantable, public policy in a province which does not possess great reserves of timber would be a reason for withdrawing such areas from agricultural settlement, and we have so recommended in our report.









Where the timber is not merchantable, and is in excess of the amount which a settler would naturally reserve to provide himself with firewood and posts, its removal represents a cost which must be considered in opening the land to settlement. We have taken much evidence on this point, to be found in the attached volumes of evidence, and can summarise it here by saying that while there was great variation in the opinions as to the cost of clearing brush land,—a variation undoubtedly correctly reflecting a great variation in actual conditions—an average of some twenty-five dollars per acre would seem to be correct.

This can be modified to some extent where brush is cut and piled by the modern power machinery devised for this duty, although it is to be noted that some witnesses did not accept the assertion that savings can thus be made.

Such equipment in any case would cost from \$4,000 up an amount in excess of the reasonable ability of the average farmer to earn on his own land by employing it. To have the clearing done by contract would involve the possession by the settler of a considerable amount of capital.

There will always be some settlers who are of the type who will prefer to struggle with the clearing of their land unaided, but as this is a heavy burden, we have already recommended that plans be considered for the creation of land-clearing corporations (either by government or private enterprise) which might undertake such work and recoup themselves for their expenditure by adding the cost of clearing and breaking land to the price at which it is sold to the settler.

In any event, when we come to discuss the question of the remaining reserves of homestead land, we incline to the belief that they are so small as to make it advisable that they be retained for the settlement of present residents of Canada, in which case it is probable that few settlers will plunge as rashly into the struggle to clear land as might be the case with immigrants.

In connection with the proposed reservation of land carrying merchantable timber we draw special attention to the evidence of Mr. D. Finlayson, forest ranger, given at our sitting at Hudson Bay Junction, and appearing on p. 45, Vol 10 of the evidence. Mr. Finlayson stated that in 1929 seventy-three fires, all directly attributable to homesteaders, caused a loss of forest resources estimated at \$20,000,000. This should be given very serious attention in any plans for settlement of timbered areas, and for reasons of fire protection it might be necessary to reserve not only areas actually carrying merchantable timber, but also other wooded areas in some cases.

Certainly clearing should not be encouraged where the resulting soil will be of a type not sufficiently productive to repay the cost, and we draw attention to the evidence of Professor Hardy on this point (p. 170, Vol. 52).

On the whole we are satisfied that the territory fringing the northern limit of the surveyed area may be regarded as debatable in its fitness for agriculture. In our report we have recommended a soil and economic survey of the agricultural areas of the province, and we suggest that the first efforts in this direction be applied to a more

exact delimitation than now exists of the situation along the northern fringe of settlement. We fully anticipate that such a survey will show cases where soil and other conditions will justify pushing settlement beyond the present limits of the surveyed area, but equally, that for every acre so added to the agricultural area of the province there will be the deduction of perhaps an equal amount within the present northern limit of the surveyed area.

Our report makes certain recommendations for settlement policies based on this conclusion.

This acceptance of the present surveyed area of the province as about the size of the area within which will be found its arable land (in the present interpretation of that adjective) will prove a shock to many. The land area of the province is 155,764,480 acres, and the surveyed area only 79,000,000 acres. We may point out, however, that even such figures will show this province to possess a total agricultural area in excess of that of any other province except possibly Alberta, and a proportion of arable to total area not exceeded by any province except possibly Alberta, and certainly Prince Edward Island. References to the potential non-agricultural resources of the north are contained in Appendix VII, and we draw special attention to the remark of Major J. Barnett in his evidence at Regina, that "it is possible that an immigration policy based on placing people in rough pioneer districts that are not agricultural propositions, but where the settlers are engaged in mining, fishing and other side industries, is entitled to some consideration." (p. 39, Vol. 23).

We assumed, as a starting point in this survey, that presently occupied farm lands might be considered as utilised, as far as they affect the proper immigration and settlement policy of the government, and here merely add that under our recommendations no limit is placed to permission to present farm owners' efforts to intensify their agricultural practice, by adding to their employees under proper guarantees as to housing and employment. Such occupied lands amount to 45,945,410 acres (census of 1926). There are, of course, large areas of the accepted agricultural area as defined above which are non-arable. We offer Soil Survey Reports 1-8 of the College of Agriculture, University of Saskatchewan, to illustrate the occurrence, in areas of good land, of considerable areas unsuited, by topography or soil type, for successful agriculture. The definition is not one which can be made precisely, and it would be impossible, without a complete soil survey, to make it even with reasonable approximation to accuracy. Not a little of the 45,945,410 occupied acres referred to will be of this type.

The important unoccupied areas within the general agricultural area of the province are those belonging to the railways and the Hudson's Bay Company. Their area totals as follows, with the addition of the smaller areas of the Canada Northwest Land Company:

Canadian Pacific Railway	924,856 acres
Canadian National Railways	200,000 "
Hudson's Bay Company	900,000 "
Canada Northwest Land Company	150,000 "
Total	2,174,856 acres

Estimate of lands in possession of mortgage companies, foreclosed and available for sale, is 209,235 acres.

Without complete surveys and classification it would be impossible to divide these into areas suitable for agriculture as at present practised, and unsuitable areas, but we draw attention to the fact that in general these lands are not situated in great blocks, but are scattered throughout the settled districts. From this we draw the reasonable inference that the best of these lands have already been sold, and that from what remain there should be deducted a considerable percentage as unsuited to present types of agriculture.

Our recommendations in the report provide for full utilisation of those suited to agriculture, after they have been submitted to the agricultural authorities of the province and so certified.

The remaining public lands, inclusive of forest reserves and park lands, in the surveyed area amount to 9,339,100 acres, divided as follows:

Homestead land	3,000,000 acres app.
School lands	2,834,000 " "
Grazing leases	3,505,100 " "

(Figures obtained from the Department of the Interior as at August 1, 1930.)

Without a detailed survey it would be impossible to decide how much of this can be considered suited to agriculture, but Major J. Barnett, giving evidence at Regina (p. 39, Vol. 23), stated that while he was chairman of the Soldier Settlement Board, "We had special surveys made with particular reference to settlement, and they practically all indicated that only about one-third of the Crown lands that were left had any suitability for commercial agricultural settlement."

In addition to land owned by the corporations previously referred to, and by the Crown, there are large numbers of privately owned farms not at present occupied. To attempt to ascertain precisely the number of these would be useless, since even the definition of an "unoccupied farm" is far from precise. It may be taken to mean all holdings which, having once been occupied as farms, are now not so occupied, in which case there would be included a large number of holdings abandoned because the original homesteader found that he had located in a district unsuited for agriculture. Or it may be taken to mean only such holdings as, having once been occupied for agricultural purposes, are now unoccupied and awaiting occupation with some prospect of success.

Your Commission attempted to collect this information and sent questionnaires to all of the secretaries of the rural municipalities in the province. Sixty-four per cent. of the municipalities gave rough estimates of the acreage of unoccupied land in their respective territories. A computation made from their replies would indicate that there are approximately 5,500,000 acres of unoccupied land of all types in the organised area. Taking the organised area of the province as roughly divided in three, the distribution of these unoccupied areas was

as follows: Southern, 1,500,000 acres approximately, of which about two-thirds is situated in south-eastern Saskatchewan; central, 2,500,000 acres approximately; northern, 1,500,000 acres.

For purposes of comparison we may refer to a survey of unoccupied lands in the province made by the Canadian National Railways Colonisation and Land Settlement Department. From data collected they estimate the unoccupied area as follows:

Public lands, including homesteads, lease lands, forest reserves, and school lands	13,691,372 acres
Company lands, including C.N.R., C.P.R., Hudson's Bay Co., and Mortgage Co. lands foreclosed and unoccupied	2,357,605 acres
	<hr/> 16,048,977 acres

Of this they estimate that there are approximately 17,186 units suitable for settlement.

In addition, evidence given at various sittings showed a great variation of opinion: it was often stated in certain districts that there was no land available, and in others that much could be had.

It appears to your Commission that there arises from all these data the conclusion that the estimate of 58,000,000 acres of arable land in the province, as given in the report of the Secretary of Statistics is a reasonable one. It means that very close to three-quarters of the surveyed area is potentially arable. This is in reasonable correspondence with other similar areas of the great central plain of the continent, and is, indeed, a proportion only found in the best agricultural areas of the earth's surface. If it errs at all, under present agricultural conditions, it errs as being too high.

From it we should deduct the actually arable portion of the 45,945,410 acres included in the occupied farms of the province. This again is a matter of estimate, but to those familiar with the agriculture of the province it will seem that the present occupied farms do not include any large proportion of non-arable land. Consequently the remaining arable area of the province cannot exceed 12,055,000 acres—the difference between the assumed total arable area and the occupied area—by any great amount.

It is therefore apparent to us that the time has come to revise the opinion so often expressed that this province has inexhaustible reserves of fertile soil, available for agriculture as at present practised, and now unoccupied.

The assumed amount of 12,055,000 acres, even on the frequently made assumption of 320 acres as requisite for a successful farm, would however still provide nearly 38,000 farms. It is known that in recent years the addition to the number of occupied farms in the province has been slow—some 1,500 per annum. It is therefore evident that it will take many years to complete the bringing under cultivation of the remaining arable area.

The soil survey which we have recommended in our report will, in all probability, modify this estimate to some extent. We have urged that the great private corporations should survey the state of those

settlers who hold lands from them either on a lease system, or on a deferred payment purchase. We believe that in some cases such lands will then be removed from the category of arable land and converted to use as grazing areas.

In this connection we wish to stress the point raised by the ranching interests at the Moose Jaw hearing.

Mr. Evans and Mr. Olafson presented evidence on behalf of the Saskatchewan Live Stock Association which, briefly summarised, is as follows:

That there is, at present, a need to reserve certain districts as breeding areas for beef cattle. In the opinion of the association there has been undue haste to convert lands specially suitable for the raising of stock into grain farms. This condition is not peculiar to Saskatchewan, but has existed in other countries, notably Australia and the Argentine. In England and Europe campaigns are being carried on to use lands at present devoted to grazing for growing grain. This feeling over the world will probably produce a shortage of cattle, therefore now is the logical time to consider whether grazing areas should be taken care of. There are certain areas in Saskatchewan of rough land, sand hills, alkali coulees, etc., which have been proved to be successful for the raising of good beef cattle, but which experience, confirmed by soil surveys, has shown to be unsuitable for farming.

Revenue derived from the lease of such lands would be far in excess of taxation derived from settlement thereon, as farms in this area are eventually abandoned or revert to the municipality for non-payment of taxes, and cease to produce any revenue.

In these areas of rough land where the greater part is unsuitable for agricultural purposes will be found small blocks of good land, but in allowing settlement of these blocks, the surrounding land is spoiled for ranching and the settler is deprived of public services which cannot be provided for the small taxable area in which he lives. Such blocks should be kept to enable the rancher to grow sufficient fodder to keep his breeding stock through the winter.

School lands situated in ranching areas should be included in grazing leases and other land in unsurveyed or newly surveyed areas substituted therefor to provide funds for education.

Adoption of these suggestions would mean setting aside definite areas suitable for ranching and thus ensuring the permanency of the live stock industry and the production of better strains. Grazing areas would also provide for the breeding of cattle which could be fed for market during the winter months on farms where the land is too high-priced to use it for pasturing animals.

It is here pointed out that in many cases isolated small areas of arable land occur in ranching areas. It appears to us that the logical development of the cattle industry in the province is along a line

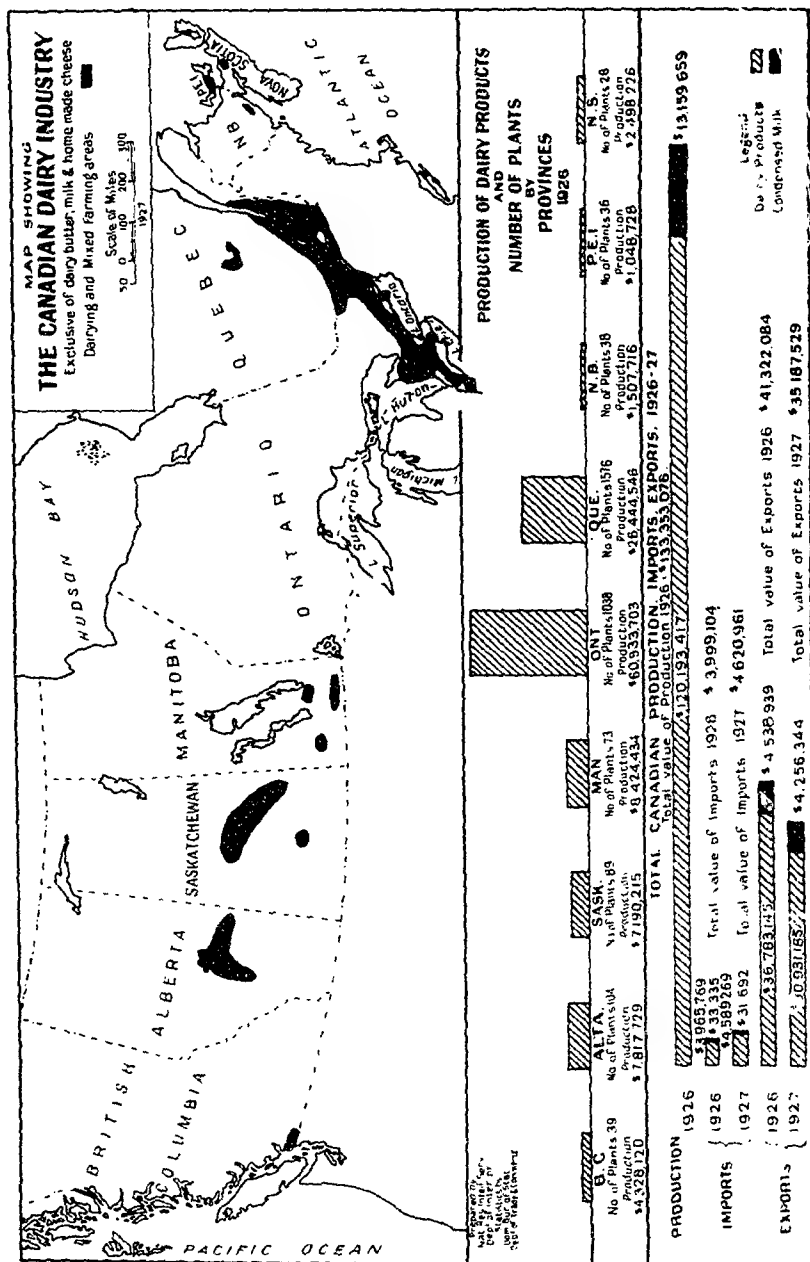
which provides for the breeding of cattle by ranchmen and the finishing by farmers who will thus obtain a profitable market for grain of low quality and other cheap feeds. In such a case, it would be highly desirable that small "islands" of good arable land surrounded by grazing land should not be used for independent farms, especially where the total area is too small to support a community, but that they should be included in the grazing lease, and the ranchmen permitted to use them as feed lots, and for the production of crops to be fed to their breeding stock.

It is, of course, not our intention to recommend the forcible removal of farmers who, in such conditions, are satisfied with their lot, but that where this is not the case, the farmer be invited to seek a better location on homestead lands elsewhere. In any event we recommend against permission to establish any further farms on public lands situated as we have described. These and other cases will tend toward deductions from the total of unoccupied arable lands, but in our opinion the total alteration in the figure for this item will not be great, and the conclusions we have reached seem sound even after these deductions are made.

In general, therefore, we conclude that the reserves of arable land in the province are smaller than has in the past been assumed to be the case. On this we have based our recommendations for a new policy of land settlement intended to procure a more complete utilisation of our total arable area than has occurred under the simple system of permitting homesteading without direction. We have outlined a policy for the future of continued effort to increase the agricultural population of the province, but only in such a fashion that the increase will, as far as can humanly be arranged, be permanent. In the recent past, too many settlers have engaged in agriculture in this province, only to abandon their farms in a short time and move to the cities. This represents a type of inefficiency in settlement policies which is distressing in its consequences. There will always be plenty of cases of men attempting to become farmers who, for reasons of their own defects, or as a result of misfortune, will fail. It is, in our opinion, a matter of the highest public policy that such cases should be kept at a minimum as far as the methods of control used by the government may accomplish that.

At the beginning of this memorandum we laid stress on the fact that we must, of necessity, treat this problem of the extent of the arable area of the province on a basis of assuming that agriculture as at present practised in the province will be the normal type in the immediately discernible future. That must not be regarded as an assertion that agriculture will not change. Already it is to be noted that the northern areas tend to more development of the dairy industry than do the older southern portions of the province. We attach a map which shows this tendency, both here and in Alberta, very clearly.

There can be no question that this tendency will continue and be accentuated, and as this occurs, so will there be some alteration in our standards of valuation of land. It is to be noted that in Ontario



and Quebec successful communities of dairy farmers have been established on soil types which we should here condemn as being too light. Dairy farming, in a district of fair precipitation, may succeed on soil which could not support grain growing for more than a few years, and if, as is the case, farmers in Eastern Canada find it possible to produce milk economically with practically no domestic production of grain, it is reasonably certain that in northern Saskatchewan, which is much closer to a supply of feed grains, the solution of the problem would be even easier.

This, in our opinion, must be kept clearly in mind in setting the limits of the arable area of the province by the test of soil type, especially in the more humid northern sections, and we should expect a constant revision of our standards in this regard, and constant progress northward beyond the limits that would be accepted as final at present.

Nor is this all. While we discard as unsuitable for present types of food production the great area north of the present surveyed portion of the province (with the possible exceptions noted earlier in this memorandum), we do so only on the basis of present knowledge. Mr. V. Stefansson, and many others, have urged, to our mind with weight, that new types of food production may be established in the north. Certainly the experience of northern European countries in this regard is illuminating. We admit that no immediate need exists for the pressing of this possible line of attack on the north, but we point out that, despite an existing, probably temporary, tendency to talk of surplus food production, we have elsewhere shown conclusively that food supplies are not increasing as rapidly as potential food consumption.

The great virgin areas of the earth's surface have now been explored and very largely occupied. We believe that the time will come when need will cause us to study how to use what remains. That such study will result in devising methods of utilising a greatly increased area of this province's surface for the profitable production of food, we accept as assured, and despite our inclination to define quite narrowly the limits within which food production can be carried on successfully at present, we wish to disclaim emphatically any intention to offer a definition of the final northern boundary of the area of the province which may be made productive of foodstuffs, and support a population in reasonable comfort.

Appendix IX

GOVERNMENT AID TO IMMIGRATION AND LAND SETTLEMENT.

Structure: The Department of Immigration and Colonisation functions as a unit in carrying out national immigration policy, but for purposes of administration, operates through its several branches. In addition to the Minister and his Deputy, there is a Commissioner of Colonisation and a Commissioner of Immigration. There are also three divisional commissioners, having headquarters in the eastern, western and Pacific territories. Women's immigration work is under the direction of a superintendent, as are also the activities of the juvenile branch of the department.

Functions: The functions of the department are extensive and of vital concern to every part of the Dominion. To begin with, it has established many agencies in the United Kingdom with their supervising officers, all of whom are Canadians. In addition, there are assistant agents and a number of women officers, the duty of the latter being to interview and select suitable household workers and in a general way to take care of the interests of women and girl immigrants. Of approximately one hundred and forty (140) officials operating in the United Kingdom, about thirty (30) officers have had Canadian training. The department has also twelve branches operating in the United States under the direct supervision of the Commissioner of Immigration. It is his custom to hold conferences with the managers of these branches once a year. In Europe there are agencies established at Rotterdam, Paris, Danzig and Antwerp, which are the principal continental embarkation points for overseas settlement. The Canadian representatives at these centres keep records of immigrants, showing the amount of money at their disposal and the country of their origin. They also visé passports and take precautions to see that the immigrants leave for Canada under all the conditions of employment which have been approved by the government. Instructions to agents in the British Isles and to inspectors on the continent of Europe are issued from the London office by the Director of European Immigration. These are based upon letters of direction forwarded from Ottawa. Instructions contained in the circulars and letters necessarily cover a period of years and relate to such matters as field work, immigration regulations and so forth.

The method of work pursued in Great Britain includes advertising in approximately four hundred and fifty newspapers, attending exhibitions and agricultural shows where Canadian products are displayed, and distributing printed material with information on economic opportunities in Canada. A very large amount of such material has been placed in the hands of prospective British immigrants. This work is supplemented by the distribution of other types of pamphlets, by the use of motor vans to visit interior points, and by work among school children. Advantage is taken, as well, of opportunities to deliver

lectures on the resources of the Dominion, which are sometimes illustrated with views of Canadian scenes. In recent years immigration activity in Great Britain has been concentrated upon securing domestics and farm labourers.

In the United States the task of informing and reaching prospective immigrants has been limited to answering inquiries and to advertising. In the latter particular, somewhat the same plan as obtains in the British Isles is followed, except that no appeal is made to domestics. A special effort, also, is made to interest farmers possessing some means, who would be able to establish themselves immediately in Canada. Advertisements are placed with the leading farm papers in certain agricultural states, as well as in the Scandinavian and German press. These activities are under the direct supervision of the Publicity Branch at Ottawa.

Restrictions: In recent years the question of medical inspection has aroused great interest in Canada. This is particularly true in the West, where at times serious burdens have been laid upon the municipalities, due to the collapse of the mental or physical health of the newcomers. It is only fair to say that medical inspection under the Department of Health is steadily improving, and that great care is now taken to admit to the Dominion only those who can pass a rather rigorous inspection. It is no part of our researches to go into the details of medical inspection, but a brief outline of medical practice in examining immigrants may be given at this place.

A departure was made in February, 1928, whereby Canadian doctors were placed in charge of this work in Great Britain. In the outlying districts, inspection is made by doctors who are on the British roster—that is, by British practitioners who have had experience in medical examinations under the health insurance scheme. At present, there are some eighteen Canadian doctors supervising the entire procedure. In every case a medical examination must be submitted to in Great Britain, before an immigrant can leave for the Dominion. It may be noted that no medical examinations are required of American citizens entering Canada. On the Continent, a very careful and thorough examination of prospective immigrants is enforced. The railways and the steamship companies have their own doctors in the interior. These practitioners make a preliminary examination of immigrants, who are again examined by Canadian doctors at the port of embarkation. It is illegal, of course, for any transportation company to bring anyone to Canada who is mentally or physically defective. Immigrants with slight physical defects may be passed, if these do not affect their ability to earn a living. Great precautions are taken to prevent the acceptance of such as are later liable to become a public charge. A company is subject to a fine in respect of each immigrant brought to Canada who later becomes a public charge, if it can be shown that the existence of the disease or disability might have been detected at the port of embarkation by competent medical examination. On arrival in Canada, immigrants are required to undergo final medical inspection, to make assurance doubly sure that their condition is not such as to become a danger to public health, or to make them a public charge.

Literacy Tests: Much difference of opinion exists as to the value of a literacy test, which was first introduced as a method of immigration control by Anglo-Saxon countries. Undoubtedly, before its introduction, some of the best strains of Europe were incorporated in the populations of Canada, Australia, the United States and other English-speaking countries. Nevertheless, its imposition under proper safeguards may be justified today as a means of excluding those elements which otherwise might depress our living standards. Under the terms of the Canadian immigration act, persons over fifteen years of age who cannot read the English or the French language or some other language or dialect, are prohibited from entering Canada. The test does not apply to the father or grandfather over fifty-five years of age, wife, mother, grandmother, and certain others, if they are otherwise admissible; nor to any citizen of Canada. A similar method of control is also used by South Africa, the United States, and other countries, under more or less varying conditions.

Economic Safeguards: With respect to the economic condition of immigrants, the Canadian Act makes certain stipulations. Among these are regulations covering landing money and the exclusion of beggars and vagrants. The government may issue regulations requiring immigrants and others to possess a given sum of money upon landing in Canada. The *Chinese Immigration Act, 1923*, provides elaborate restrictions governing the entry of Orientals. There is no definite money restriction placed on immigrants coming from Great Britain or the so-called "preferred" countries, whatever their occupation; but they must be able to satisfy the Canadian immigration authorities that they are able to look after themselves, and that they have sufficient money to do so until they can find employment. Any immigrant coming from a non-preferred country must be visited by a Canadian officer on the Continent, and must possess at least \$250.00. A second examination to assure compliance with this provision, is made prior to his landing in Canada. Wives, and children under eighteen years of age, of any person legally admitted to Canada, who is in a position to care for his dependents, are exempted from the money provision, as were agricultural labourers brought in under the Railways Agreement. We may observe, in passing, that Australia, Great Britain, the Irish Free State, New Zealand, South Africa and other countries have enforced similar restrictions.

In 1923, when the government narrowed the conditions under which immigrants might enter Canada, unemployment was the factor that carried most weight. At that time, immigration from Central European countries was restricted to bona fide agriculturists entering Canada to farm, and who had sufficient funds to undertake actual farming operations; and to bona fide farm workers who had reasonable assurance of employment. Domestic servants were also permitted to enter under similar terms. Otherwise, persons from these countries desiring to settle in the Dominion were obliged to satisfy the Minister of Immigration that their labour or services were required in Canada. As we have remarked above, immigrants from Great Britain and the northern European countries were admitted freely, provided they were not criminals and were physically fit, and if they were able to satisfy

the authorities that they were in a position to maintain themselves until employment could be secured. We may add that no special rate or assistance of any kind is given by the Canadian Government to immigrants from the European countries. A little later in this study we shall explain the conditions under which financial assistance is made available to certain specified classes of workers from the Motherland.

Under the Act, the Government may prohibit or limit the landing in Canada of immigrants belonging to any race or nationality, who, because of economic, industrial or other conditions temporarily existing in Canada, cannot be absorbed into industry. It may, moreover, restrict or prohibit the entry of those who, due to their peculiar customs, habits and modes of life, or because they are not readily assimilable, are not thought to constitute desirable additions to Canadian citizenship.

Restrictions are placed on the admission of Chinese; and Japanese immigration is controlled by agreement between the Dominion of Canada and Japan. On the other hand, as has been said, more favourable terms apply to immigrants from northern European countries—sometimes called “preferred” countries. These include Belgium, France, Germany, the Netherlands, the Scandinavian countries and Switzerland. Immigrants from these countries are admitted to Canada under fairly liberal regulations. They must have physical and mental health, be able to pass the literacy test, and show that they travel to Canada direct from the country of their birth and are in possession of a passport issued by the country of their former citizenship. They must have reasonable assurance of finding employment, although not necessarily in farming, or possess sufficient funds to maintain themselves until they are able to become established in the Dominion.

Only agricultural workers, domestic servants, or those within the prescribed degree of relationship to residents already legally admitted to Canada, however, are permitted to come from central and southern European countries. Special exceptions may be made when the Minister of Immigration is satisfied that additional labour or services are required in the Dominion. Such countries include Austria, Hungary, Poland, Rumania, Lithuania, Esthonia and Latvia, Jugo-Slavia and Czechoslovakia. Australia, New Zealand, the United States and various other countries have restrictions of a similar character, in many cases more severe than those enforced by Canada.

From all other countries than those specified above, under section 4 of the Act, the Minister may issue a written permit authorising any person to enter Canada, or having entered or landed in Canada, to remain therein without being subject to the provisions of the Act. It is also provided that a report on all such permits, with particulars and names therefor, issued during the year, shall be made to Parliament within thirty days of its meeting. Under an order-in-council passed in 1926, it was provided that a person who has satisfied the minister that his services are required in Canada, or the father or mother, the unmarried son or daughter eighteen years or over, the unmarried brother or sister of any person legally admitted to and resident in Canada, who

has proved his ability to receive and care for such relative, might be granted a permit to enter the Dominion. This clause, however, does not apply to immigrants of any Asiatic race.

Police Regulations: Generally speaking, most countries prohibit the admission of persons who have been convicted of crime. In some countries the specific classes of crime are enumerated, while others guard themselves against such immigrants by dealing with them under the head of "undesirable elements." Canada strictly controls immigration, as already indicated, and excludes the criminal class. In addition, the Dominion excludes persons who believe in the overthrow of government by force or who are open enemies of organised government, as well as persons guilty of espionage and treason. All prospective immigrants guilty of acts involving moral turpitude, and certain others who manifestly would be a menace to the country are prohibited from entry.

Deportation: In certain circumstances, any rejected immigrant or any immigrant who has entered the country and who, for one cause or another, fails to comply with the provisions of the Act, may be deported to the place whence he came to Canada, or to the country of his birth or citizenship. Obviously, classes of immigrants who fail to comply with the requirements of the Act will be deported to the place from which they came, on the vessel or other vehicle by which they were brought to Canada, the cost of maintenance and transportation being borne by the company responsible. Immigrants who have entered the Dominion, and who later are found to come under one or other of the causes of deportation, or who become public charges, are liable to deportation. This applies not only to heads of families and their dependents who come under the ordinary provisions of the law, but also to the head of a family who fails to make adequate provision for his dependents.

British Assisted Immigration: Outstanding developments in immigration policy occurred under the agreement entered into between Canada and Great Britain by which passage assistance was granted to certain classes of British migrants. The first agreement was made in 1923, and provided passage assistance by way of loans to British agricultural families, single farm workers, domestic servants, and free passage to juveniles coming under approved society auspices. Such assistance was limited to British subjects resident in Great Britain and naturalised, but did not include the Irish Free State, since that nation did not contribute to the scheme. In most cases, the agreements have been made for the duration of one year only and various modifications have changed them during the past seven years. On January 1, 1926, the making of passage loans was generally dropped. In lieu thereof, a plan was devised by which the ocean rate was reduced to a point where migrants could pay it. The contribution of Canada was £3 10s. and continues at that rate for such adults as are still assisted. The steamship companies aided the scheme by making a rebate, and the British Government granted a cash contribution. Canada assumed certain responsibilities for after-care. Moreover, the Dominion agreed to pay the transportation costs of children of agricultural families where they were under seventeen years of age. In addition, the Dominion paid the

passage of juveniles coming under approved society auspices. It should be made clear that the British Government co-operates with the Dominion in these respects, and shares the cost on a fifty-fifty basis.

The ocean rate payable by migrants after January 1, 1926, was £3, but at the beginning of 1927 it was reduced to £2, where it still remains. The Canadian contribution toward passage assistance for adults is applied to ocean passage; but part of the British contribution is earmarked for inland rail charges in Canada. At the end of 1928, the Dominion discontinued passage assistance for single farm labourers, chiefly because of their failure to live up to the stipulation that they would accept farm work after arrival in Canada.

An arrangement was made in the autumn of 1928 whereby the Dominion furnished a £3 ocean passage rate for the wife, and a free passage for children under seventeen, to aid them in joining the head of the family already settled in Canada, provided he had not been more than five years in this country. This scheme operated until the end of 1929.

In the autumn of 1928 the maximum age limit for boys moving under provincial or approved society auspices, was raised to 19 years; and at the same time the age of children belonging to families and entitled to free passage was also increased to 19 years.

At the present time, passage assistance is available to the following classes of British migrants: (1) Agricultural families coming for settlement under approved land settlement schemes. There are but two of these now in effect, namely, the Three Thousand Family scheme and the New Brunswick Family Settlement scheme, and it is expected that the total number of families to be moved in 1930 will be in the neighbourhood of only 200. The ocean rate for adults is £2, while children under 19 years of age are admitted free. (2) Agricultural families for farm placement. The rates are the same as those given above. However, no family will be assisted during 1930 for farm placement if it has more than three children under 16 years of age, unless the parents have had at least five years' experience on the land. (3) Domestic servants, who are granted the £2 rate. (4) The juvenile immigrants referred to above, who receive free passage.

The Three Thousand Family Settlement scheme provided for the settlement of three thousand families on farms owned by the Canadian Government in connection with the soldier settlement project. The British Government agreed to advance an average amount of \$1,500.00 to each family for the purchase of stock and equipment. The administration of the scheme devolves upon the Soldier Settlement Board, its duties being to provide the farms, purchase equipment for the families, supervise operations, collect monies, and generally advise and assist the settler. Repayment of loans extends over twenty-five years, with interest at five per cent., on an amortisation basis. The agreement provides for the replacement of families found unsuitable after completing the probationary period. The project was completed by the end of 1929, at which time 3,349 families had come forward, 2,045 being actively farming at that date. The total purchase price of the land was \$8,270,914.00. At that period, 571 families were still on probation.

It is interesting to note that 86 families, after arrival, did not take up government land, preferring to make their own plans and their own way. Of those actually taking up land, some 647 have withdrawn from the plan. According to the 1929 report of the Soldier Settlement Board, of the 3,449 families that came forward, 3,214 or 96 per cent. are still in Canada, and of these 2,829 are engaged in agriculture under the scheme or on farms which they have themselves secured. Three hundred and eighty five have taken up other lines of work. The report also shows that the British Government has advanced \$3,030,854.00 for the purchase of equipment, etc., and \$1,500,000 was still available for that purpose.

The actual successes of these settlers, considering the difficulties incident to the new experiment in a new country, are outstanding. The board, according to the same report, had collected from these British settlers \$927,341.00 in principal and interest. This record is most encouraging, and demonstrates that these families have scored not only a splendid initial success, but also that they are making a sustained effort to establish themselves in the Dominion. The following table presents the details:

THREE THOUSAND BRITISH FAMILY SETTLEMENT SCHEME—Dec. 31, 1929.

District	No. of family arrivals	CAPITAL		Souls		WORKERS	Number withdrawn from settlement	Certificates cancelled after arrival
		Total amount	Average amount per family	Total number	Average number per family	Number available including settlers		
Vancouver	289	27,775	96	1,599	5.5	506	84	5
Vernon	88	9,475	108	446	5.1	149	39	1
Calgary	404	28,540	70	2,071	5.1	817	49	10
Edmonton	537	33,466	62	3,083	5.7	1,040	46	29
Prince Albert	216	12,158	56	1,225	5.6	424	27	4
Saskatoon	296	19,115	64	1,610	5.4	537	61	6
Regina	313	19,347	62	1,662	5.3	560	90	12
Winnipeg	399	23,679	59	2,231	5.6	807	88	12
Toronto	316	17,607	56	1,822	5.8	629	67	13
Sherbrooke	98	3,845	39	580	6.0	199	26	2
St. John	393	20,529	52	2,325	5.9	807	70	1
Dominion totals	3,349	215,516	61	18,654	5.6	6,494	647	86

Cf. Page 15. Report of the Soldier Settlement Board of Canada, 1929.

The New Brunswick Family Settlement scheme may be mentioned briefly, it being the only other settlement scheme now operating. In connection with this plan, the Dominion and the New Brunswick governments co-operated to secure 500 families to be settled in the province over a period of five years, beginning in 1928. New Brunswick supplies the farms, the Dominion is responsible for establishment and supervision and the British Government advances up to \$1,500.00 per family for the purchase of stock and equipment. Of the 198 families brought in, 188 are actively farming. Great care was taken in the selection of the families, and the scheme has given every satisfaction up to the present time.

The placement and after-care of British farm families brought out under the assisted passage schemes are responsibilities of the Land Settlement Branch. These families are given certain aid in placement and after-care for a period of five years. Very good results, on the whole, have been achieved; and a high percentage of these families remain on the land. Various families are granted such aid, including those brought forward by approved organisations which guarantee the migrants placement at farm work.

Juveniles who have migrated as a result of nominations; single men who have received the benefit of assisted passage; and single men who have come forward under the auspices of the Salvation Army, also receive five years' after-care from the Land Settlement Branch. The following table summarises this work:

Category	Cases received for after date	Cases reported on to date	Disposition of Cases as at December 31, 1929									
			In farm work		In other employment		Reported employed, whereabouts unknown		Not reported employed, whereabouts unknown		Miscellaneous: reported, deceased, etc.	
			No.	%	No.	%	No.	%	No.	%	No.	%
C. N. Railways	104	82	39	47.6	12	14.6	22	26.8	6	7.5	3	3.7
C. P. Railway	96	116	108	52.4	22	10.7	47	22.8	9	4.4	20	9.7
Hudson's Bay Co.	1	1	7	53.8	1	7.7	3	23.1	1	7.7	1	7.7
Alberta Government	11	5	3	50.0	1	16.7	2	23.3	...	...	...	...
Salvation Army	145	145	75	51.7	7	4.8	59	40.7	4	2.8	...	...
Nominations arising in Canada	45	272	239	87.9	25	9.2	8	2.9	...	...	...	...
Totals	1,131	724	471	65.0	68	9.4	141	19.5	20	2.8	24	3.3

•Brought forward by Salvation Army in 1928.
 --- From Page 16, Land Settlement Branch Report for 1929.

We should add that the Canadian Government must give five years' after-care to all immigrants who come to the country under the Empire Settlement rate. Aside from those brought forward by various societies, the total number of cases received by the Land Settlement Branch, involving five years' after-care, and not including families under the settlement schemes, is as follows:

Year	Families	Single men	Trainees	Total
1926	639	1,749	98	2,486
1927	1,125	5,053	388	6,566
1928	1,127	5,722	1,382	8,231
1929	969	53*	.....	1,022
Totals	3,860	12,577	1,868	18,405

*Juveniles.

Note: The above table does not show Trainees handled by the Soldier Settlement Board in 1929.

—From Report of Soldier Settlement Board, 1929, for all Canada.

A number of young men have been selected in Great Britain for special training in agriculture, to fit them for farm work in Canada. These are known as trainees. Early in 1928, arrangements were made to receive and place approximately 1,200 such men. In 1929 a rather ambitious programme was announced, which had as its object the placing of 6,000 trainees in Canada. Difficulties arose in finding the necessary number of qualified men willing to undertake the long course of training; and it was decided to accept one short-course man for every long-course man. Central distribution points in Canada were established at Toronto and Winnipeg. Placement was under the direction of the Division Commissioner of Immigration who worked through the Land Settlement Branch in co-operation with the provinces and municipalities. The number who came to Canada in 1929 was approximately 3,600. The trainee centres overseas were under the auspices of the British Government, but the selections were made by Canadian officials. The project has not proved very successful, and in 1930 the numbers coming out were greatly restricted.

Nominations: The nomination system has given rise to differences of opinion as to its value, particularly in the West. It may be briefly described as a method by which greater control of immigrants from Great Britain and the Continent may be secured. In the case of Great Britain, any British subject in Canada who wishes to employ a domestic, or agricultural worker or family, may nominate any British subject to fill the position. This may be done by nominating the specific person or family, or merely by specifying the available opportunity. Persons eligible for nomination are agricultural families coming to Canada to engage in farm work, or who wish to enter under the Land Settlement scheme. House-workers who have reached their seventeenth year may also be nominated. It should be observed that there are three forms of nomination: the two quoted above, namely, the direct and the descriptive; and the bulk. The bulk nominations mean that agricultural

families, farm labourers and house-workers, are nominated by the railways or other authorised bodies, are selected by overseas officials of the department, and brought forward for placement.

The nomination system as applied to continentals has already in part been described when dealing with the conditions under which central and southern Europeans may enter Canada. It will be recalled that persons within certain degrees of blood relationship may enter Canada, free from the usual immigration restrictions, at the request of a relative in Canada. In addition, there were certain bulk nominations made use of by the railways.

Further, the government has entered into certain arrangements with the railways, which will be described in Appendix X.

The Government of Saskatchewan has assisted the federal Immigration Department in carrying out certain features of the Empire Settlement scheme. First, there is the scheme referred to above, for the bringing into this province of boys of the age of eighteen years, that is, boys who have not reached their nineteenth birthday before the date of sailing and who have been inspected by the Director of Immigration for Canada in London as suitable for assisted passage.

These boys receive free passage to their destination and the Saskatchewan Government is obliged to operate a farm as headquarters for their reception and training. The British Government contributes certain sums to the expense of the undertaking. The province arranges for the selection, transportation, reception, training, care and placing of all boys sent to Saskatchewan and obligates itself to continue this care for a period of three years from the date of their arrival. An annual report must be sent to the British Government on the detailed working out of the scheme. Under this scheme the province received and placed fifty-seven boys on farms during 1929. The government has already made plans for the further carrying out of this work, and has purchased a farm near the capital city, Regina, where the boys will be received and trained.

The Dominion Government, through persons appointed for this purpose, selects girls in Great Britain and Northern Ireland for household work, and makes the arrangements for bringing them to Saskatchewan. The province is required to provide a suitable home for these domestics while out of employment, and in which they are kept after their arrival until suitable employment has been found for them. This home is situated at Regina and is called the Canadian Women's Hostel. The provincial government previously made a grant of \$2,000.00 toward the upkeep of this home but this has been reduced to \$1,000.00 per annum. By the terms of the contract the province agrees to find suitable employment for these girls, to supervise them, and also to collect any moneys advanced by the Dominion Government. From two to three hundred girls come out yearly under this plan.

In addition to the above, the province has an agreement with the Dominion Government under the terms of which the province receives and endorses nominations for British general domestics and agricultural families, and aids in the reuniting of families. The reception and

after-care of the British boys and domestics is carried on by the Employment Service Branch of the Department of Labour and Industries. This service maintains nine local employment offices in the province, and, through these, close contact is established with employers.

Soldier Settlement: As is well known, at the close of the Great War, the Dominion undertook an ambitious scheme to settle returned men on the land. It is not, however, within our terms of reference to deal comprehensively with this measure. Suffice to say, the experience gained in this great enterprise must prove invaluable for the perfecting of land settlement projects in the future. Mistakes have been made, to be sure, but these were to be expected in an enterprise of such great magnitude. Capable men have been associated with this work, supported by a loyal and efficient field staff. The nation has watched the evolution of the plan with solicitude, and the government has not hesitated to make adjustments, essential for the equitable treatment of veterans, from time to time.

The following figures may be presented, showing as they do certain developments up to the end of 1929:

LOANS GRANTED TO SOLDIER SETTLERS, 1929.

Purchase of land	\$ 60,492,778.14
Removal of encumbrances	2,715,483.95
Permanent improvements	11,593,099.88
Stock equipment, etc.	36,217,259.56
Indian soldier settlement	428,588.24
Total loans	\$111,447,209.77

Up to the end of 1929, 24,715 soldiers had been granted loans, and the privileges of the scheme had been extended to 6,955 others. The latter took up soldier grant lands, but did not receive financial assistance. The loans advanced have been very satisfactorily reduced, the investment, including unpaid interest, amounting to \$71,715,941.00 at the end of 1929. Since the inception of the scheme, loan payments have totalled \$43,138,684.00, of which \$13,907,743.00 constituted interest. The board's field staff are constantly employed in helping to maintain the properties on a revenue-producing basis, and in affording the settlers all assistance within their power. As is well known, the lands have been revalued from time to time, and brought into closer relation with the actual market prices. The board, however, has not been satisfied to secure that result alone, but is always searching for ways and means to give practical assistance to these settlers, where such assistance and supervision are required. Viewed as a project of re-establishment, the plan must be pronounced a success. The country will neither begrudge nor count too closely the cost, if our returned men are afforded the opportunity to establish themselves and their families permanently on the land, and at the same time are also enabled to play their part in nation building.

General Conclusions: In this appendix we have briefly examined the structure and the functions of the Department of Immigration and Colonisation. We have also dealt with the safeguards and restrictions designed to protect the Dominion from the entry of undesirable or unfit

immigrants. The literacy test, the economic and other requirements that must be met in gaining admission to Canada, have been stated and analysed. We have discussed British assisted immigration, and the various projects for adult and juvenile settlement. The nomination system has been passed in brief review, and we have taken special care to outline the different plans for the encouragement, particularly, of British immigration. And, finally, a note has been added on Soldier Settlement.

We frankly admit that the entire problem of administration is so vast and complex that officers of the various departments would necessarily be more than human to avoid errors of judgment, or faults of execution. We may be permitted to point out that we believe the nomination system should be brought under stricter control, and that permits should be issued—as has been observed in our report—only under adequate safeguards. Constant attention must be given to medical and other tests, to the end that only vigorous and virile elements shall be added to our numbers. Above all, we urge upon our provincial and federal governments the duty and the responsibility to leave nothing undone, whether by way of negotiation or otherwise with the Imperial Government, to direct an increasing flow of British migrants to the Dominion.

Since the above was written, the Dominion Government by order-in-council, August 14, 1930, has curtailed immigration from all sources except the United States. The new regulations restrict immigration to conform with prevailing economic conditions. All assistance under the *Empire Settlement Act* has been discontinued except in the case of the tripartite family settlement scheme entered into by New Brunswick, the Dominion and the British governments, and the agreement covering juvenile immigration. While this restricts assisted passage schemes, no obstacle is raised against British immigrants entering Canada. The order-in-council abolishes the distinction between preferred and other European countries. All European immigration is banned, except in the case of wives and children of persons now in Canada and persons with sufficient funds to undertake farming.

It is expected that the entire field of immigration to Canada will be surveyed at the next session of Parliament, at which time, no doubt, the government will present its views with respect to a permanent policy. In the meantime the new regulations will not seriously affect immigration for the fiscal year 1930-31, since the important immigration months are March, April and May. In the first quarter of the current fiscal year about 48,000 persons entered the Dominion.

Appendix X

PRIVATE AIDS TO IMMIGRATION.

The Canadian Pacific and the Canadian National Railways have been among the more important agencies in recent years in promoting immigration and settlement. Their activities have been widespread, extending from the recruiting and selecting of immigrants to placing them either as farm labourers or as actual settlers in Canada. In examining certain phases of their work, we desire to emphasise chiefly the special contribution they have made to the development of Canadian immigration policy.

The agreement entered into September 1, 1925, between the government and the railways, is the most ambitious of their more recent immigration programmes. It is necessary, therefore, to outline the principal features of this agreement to understand clearly the policies and practices which they have pursued.

This agreement commenced with the declaration that it was the intention of the government to promote the immigration into this country only of such persons and of such nationalities as were, by their racial origin and modes of life, assimilable into our population and citizenship. The government also declared that, in view of the then existing industrial situation, it was desirable to facilitate the immigration only of farmers with capital, agricultural workers, and domestic servants. It was specifically stated that these were to be recruited only in those countries from which immigration was possible under the existing laws and regulations.

The preamble also set out that the Canadian Pacific and the Canadian National Railways, by virtue of their special interest in the settlement of available unoccupied lands, and their transportation facilities by land and sea, were qualified to procure, select and settle immigrants of the types described. Moreover, the government stated that it wished to avoid any duplication of effort in carrying forward this work. Upon complying with certain terms in the agreement, the railways were authorised, for a period of two years, to promote such migration, pledging themselves to place settlers on the land, to find employment for agricultural labourers, and to place women and girls in domestic service.

The railways, for their part, undertook to bring to the country only such migrants as were mentally, physically and otherwise fit to be absorbed permanently in the population. It was to be strictly understood that the agreement in these respects in no way operated to supersede immigration regulations already in force. It was, on the contrary, rather in the nature of a partnership for the improvement of the work in which the government and the railways were jointly engaged. In addition to the other provisions of the contract, the railways bound them-

selves to return to the country from which they came such immigrants as refused to engage in agriculture, or as became public charges within a period of one year from the date of their admission.

The government was to provide the railways with all the facilities at its disposal, including the use of immigration halls and the services of the officers of the Land Settlement Branch, as well as those of the Department of Immigration and Colonisation. Both the government and the railways were to combine in distributing, placing and supervising the new settlers upon their arrival in Canada; and in all this work the principle of joint responsibility was accepted. The government also arranged to visé the passport of an immigrant where the law so required.

Amendments: Certain provisions of the agreement were suspended in September, 1927; but, so modified, it was extended for a period of three years, as from October 1, 1927. Among the modifications was the stipulation that the Minister of Immigration, after consultation with the railways, should reserve the absolute right to suspend the agreement either for a stated or an indefinite period, upon evidence being submitted that the railways had failed to implement any of its provisions, or that labour conditions demanded such action. The second modification was even more important, dealing as it did with the conditions under which certain migrants might be admitted to the Dominion. It was stipulated that the cash nominated and prepaid applications for the admission of single men, and men not accompanied by their families, should be restricted to nominations and applications by persons actually engaged in farming, who were desirous of bringing relatives or others to join them for employment on the land. As a further safeguard, the railways were obliged to use official nomination and affidavit forms, the terms of which were to be enforced by the government. Third, the railways agreed to furnish the minister with information regarding their issuing officers, which was to include a full record of their experience in Canada, as well as their previous experience in the service of the company. Fourth, the railways obligated themselves to restrict the issuing of occupational certificates, so that the flow of agricultural immigrants to Canada might be controlled in accordance with economic requirements. Fifth, the government consented to admit to Canada all immigrants of the types described in the agreement of September, 1925, but added that such immigrants must now be provided with occupational certificates. It will be clear from this proviso that while the classes of immigrants were not altered, the numbers entering the Dominion were now limited in stricter conformity with the economic conditions prevailing in Canada. Further, while immigrants were still given the use of immigration halls and the services of the officials of the Department of Immigration and Colonisation, all responsibility of the Land Settlement Branch for supervision was withdrawn.

Following its hearings in 1928, the Select Standing Committee on Agriculture and Colonisation made certain recommendations which were accepted by the government. The committee was of the opinion that the railways' agreement might be extended with modifications, subject to later revision of its terms. Further, the committee recom-

mended that nominations of immigrants from the continental European countries should be confined to certain strict degrees of relationship,—father or mother, husband or wife, son or daughter, brother or sister. These recommendations were later made an integral part of the agreement. The result of these later modifications, in the opinion of the chief supervisor of the Department of Development and Colonisation of the Canadian Pacific Railway, was practically to destroy the agreement. Originally the railways had the right to bring in families for settlement, domestic servants, and as many single or unaccompanied men as they were willing to be responsible for, in-placement and after-placement and after-care. By the amendments, the movement of single or unaccompanied men was restricted by an annual quota imposed by the Department of Immigration, so that the only privilege retained by the railways was that of bringing forward agricultural families from central European countries for establishment in agriculture. In 1930, the number of single men allowed to enter under the amended agreement was restricted to 8,000—4,000 being allotted to the C.P.R. and an equal number to the C.N.R.

In virtually all continental European countries neither the railways nor immigration officials are permitted to solicit immigration. They can deal only with such applicants as request information and assistance in preparing to come to Canada. To select immigrants, however, the railways maintain certificate-issuing officers, who are salaried employees of their colonisation departments. In almost all instances they are natives of the country in which they operate, but invariably they possess Canadian citizenship. The advantage of having such officers is that they are familiar with the language of prospective immigrants. They interview applicants to determine their qualifications and to assure themselves that they are of the agricultural class, and of the types required in Canada. They are expected not only to take precautions that none but immigrants with agricultural experience go forward, but that migrants actually intend to settle or find work on the land. If these requirements are met, the immigrant is then presented to the doctor, employed by the railway, for examination. In other words, he is not given a medical examination until he has passed what might be termed a civil examination by the certificate-issuing officer. When the certificate is issued, it obligates the railway to take all the necessary steps to place the immigrant in Canada. He then proceeds to the port of embarkation, and presents the railway certificate and his passport to the Dominion Government immigration inspector. He is examined civilly by the immigration inspector, and medically by the government's medical officer. Only after complying with these tests is he permitted to proceed to Canada. If he fails to pass either the civil or medical test given him by the Dominion authorities at the point of embarkation, the railway is held responsible for returning him to his home; therefore the railways do not bring forward prospective immigrants unless they have been previously examined by the company's officials, and have every prospect of proving acceptable to Canadian officers at the port of embarkation.

Canadian Pacific Railway: The Canadian Pacific Railway maintains a separate department of colonisation, which is not connected directly with the other departments of the company. Its publicity

branch issues its own bulletins, booklets, and pamphlets, newspaper advertising in Great Britain and the United States, and prepares motion pictures illustrating available opportunities in Canada. Information bureaux are established at Montreal, Chicago and London, and an exhibits branch takes care of displays of agricultural products grown in Canada, at agricultural shows in the United States, the British Isles, France and other continental countries. The department maintains offices throughout the Dominion, these being located at strategic points in relation to colonisation activities. In our province, the headquarters of the department are situated in Saskatoon, and a sub-office is maintained at Moose Jaw. These offices co-operate in placement work with various affiliated societies, and with the company's station agents. The latter have proved useful in establishing contact between farmers and incoming labourers. Much valuable work has been done in providing settlement opportunities for colonists. In the past, nominations and applications from those requiring farm workers and domestics were also secured. Efforts were made to adjust the supply of labour to the demand during those times and seasons when labour was most urgently required.

Co-operating with the Colonisation Department are the Industrial Department, and the Department of Development. The special functions of the Department of Development consist in making surveys of mineral and other natural resources not only adjacent to the lines of the C.P.R., but in many other parts of Canada. Great attention is paid to exploring and developing possible new uses of agricultural land. This department also makes surveys of clay deposits useful for pottery, and of all varieties of metallic and non-metallic minerals. One of its most outstanding achievements has been the preparation and publication of valuable material, throwing light not only upon the extent but also upon the possible uses of these resources. These bulletins, amounting to upwards of fifty at the present time, are distributed to interested business organisations and corporations throughout the world. When interest has been aroused in any of Canada's resources, and capitalists from abroad desire to investigate their possibilities, the railway places at their disposal all its facilities, including the personal attention of officers of this department.

The Industrial Department lends its assistance when the project is ready to be launched, and affords all aids for getting it under way. The Industrial Department is in constant touch with manufacturing concerns, and capitalists who may be interested in establishing branch factories in Canada, or in building new plants for the manufacture and sale of various products in the Dominion.

That is, the Development Department concentrates upon discovering new opportunities, while the Industrial Department devotes itself to promoting business organisations for their exploitation. Thus, the Canadian Pacific, and also the Canadian National, formulate industrial programmes for the greater development of the country, realising that income secured from immigration is relatively slight in comparison with revenue flowing from permanent traffic.

The company has entered into various agreements with the Overseas Settlement Committee from time to time, for the reception and

after-care of British agricultural families and farm workers. Among these may be mentioned their land settlement scheme and their cottage scheme.

The Canadian Pacific Railway agreed to co-operate with the British Government in settling 1,000 families on farms within a period of five years. Farms equipped with suitable buildings were to be supplied by the company and the Imperial Government advanced up to \$500 to each family for the purchase of stock and equipment. Each settler was to have a minimum capital of \$250. The price of the farms and loans made to the settler were to be paid back over a period of years. The first settler under this scheme arrived in Saskatchewan on May 1, 1930. Up to the present time thirty-one families have been settled in the southern part of the province in what is known as the Coal Creek Colony (T. 1, R. 2, W. of the 3rd M.). An experienced man is stationed in the colony by the company to supervise operations and give assistance and direction to the settlers. A special effort is being made to develop community enterprises—school facilities are being arranged by the provincial government and transportation and other services are being provided as rapidly as possible.

In addition to the above settlement scheme the Canadian Pacific Railway undertook to provide 150 cottages in farming areas throughout Canada. The cottages were let on short leases to families placed in farm work by the company.

Another arrangement between the Imperial Government, the Hudson's Bay Company and the Canadian Pacific Railway for the settlement of two hundred British families has been considered elsewhere in this chapter.

Canadian National Railways: The Canadian National Railways organised its colonisation department in 1923. It was established primarily to facilitate settlement of vacant lands adjacent to its lines, and to provide farmers served by its lines with agricultural workers. Associated with the department are a Department of Agriculture and a Department of Natural Resources. While the Canadian National has not carried on such activities as long as the Canadian Pacific, it functions along similar lines. It co-operates with the Government and various agencies in promoting and developing agricultural and industrial opportunities in Canada.

The headquarters of the Department are in Montreal, and work is carried on in three divisions—the Canadian, the United States and the Overseas. In Canada, offices are situated at Montreal and Winnipeg, with sub-offices at Moncton, Saskatoon and Edmonton. Agencies in the United States and Overseas are concerned mainly with efforts to secure agricultural settlers with some capital. In connection with its work on the Continent, the Canadian National has developed an interesting method of handling families for settlement. This will be dealt with when examining the functions of the Canadian National Land Settlement Association.

In addition to these offices and the staff connected with them, a number of field men operate throughout the country. They are not full-time employees, but are usually persons familiar with local condi-

tions, and the needs of the district in which they work. Station agents also assist in the placement of agricultural labourers, and in reporting settlement opportunities, etc. In common with other transportation and steamship companies interested in immigration, the C.N.R. has adopted the plan of utilising affiliated religious societies in the placement and after-care of newcomers. The work of these societies will be discussed at greater length later.

Offices are maintained at London, Liverpool, Glasgow and Belfast in the British Isles; and in Norway, Sweden, Denmark and Holland in northern Europe. Elsewhere on the Continent no offices are established; but certificate-issuing officers, charged with the movement of immigrants under the Railways Agreement, have been stationed at strategic centres.

While the transportation and placement of agricultural workers and families for land settlement are the chief concern of the Colonisation Department, publicity work is also carried on. Lectures are delivered in those countries which permit propaganda concerning Canada. An attractive volume containing a series of ten lectures has been prepared by the company, which is issued to British settlers at nominal cost. This book endeavours to instruct the prospective settler in the practical problems of farming in Canada. Over four thousand copies have already been distributed in Great Britain.

Canada Colonisation Association: The Canada Colonisation Association (hereafter referred to as the C.C.A.) is a company that undertakes, as a subsidiary of the Canadian Pacific Railway, to place incoming families without capital, with limited capital or with considerable capital, upon privately owned lands in the Dominion. It is interested in settlement on both improved and unimproved lands, although it has concerned itself particularly with placing families of limited means upon developed and equipped farms. During the many hearings of the Commission at various points in the province, much criticism was directed against its present policies. Specifically, charges were made that the C.C.A. concerned itself too exclusively with the placement of continental immigrants with meagre capital, that land charges were high, and that it failed to afford equal opportunities to British and Canadian settlers. To deal properly with these charges, and to understand later trends in its policies, it is essential to trace briefly the development of the organisation.

According to evidence received from officials of the Association, the original promoters regarded it as a national project, to which various institutions that would benefit by a constructive land programme might contribute. It was considered that such institutions would obtain their profit from increased land settlement, with concomitant industrial development, rather than from the operations of the organisation itself. This is the underlying theory and policy which has since been applied. Among the large subscribers to the scheme were the banks, the two transportation companies, implement companies, loan companies, and a few interested individuals. At its inception a determined effort was made to secure listings of lands, situated within fifteen miles of existing railway facilities, which had passed into private hands; and to

colonise them with settlers from the United States and Great Britain. Indeed, subscriptions were solicited on that basis; and officers of the association believed that the big settlement movement which it was expected would follow, would come from the central western United States. A large agency was built up with the contributions of the original supporters of the plan. Because of failure to secure adequate listings, and much more because of failure to attract the desired settlers, subscribers lost confidence in the project, and withdrew their support. It then became necessary either to wind up the organisation or to seek financial assistance elsewhere. An appeal was made to the railway companies and the Dominion Government, which had not as yet established its Land Settlement Branch. The government undertook to contribute fifty per cent. of the expenses involved, and the railways agreed to contribute twenty-five per cent. each of the total cost.

Results were again disappointing; and the Government withdrew at the end of 1923 in order to inaugurate its land settlement branch as a part of the soldier settlement programme. The railway companies decided to operate the organisation during 1924 as partners, but on a much reduced scale. They closed down the American offices of the organisation, and attempted to carry on with their own facilities. In this they had little success. At the end of the year the Canadian National announced its withdrawal, and proceeded to organise its own land settlement branch. Thus the C.C.A. was left without owners, since the Canadian Pacific Railway had also tentatively decided to abandon the project.

However, Colonel J. S. Dennis, one of the original supporters of the undertaking, induced the Canadian Pacific Railway directors to carry on for another year. This involved a reduced programme, but the results during 1925 were so much more encouraging that the C.P.R. decided to take over the C.C.A., and carry on the work permanently.

The resources of the C.C.A. by 1925 had become so reduced that its activities were at a low ebb. It had funds neither to pursue its work in the United States, in Great Britain, nor upon the Continent. As a consequence, it had to confine itself to settling people available in this country. Among them were a number of Russian Mennonites, who had entered the Dominion the previous year. They had located in Western Canada, and were then searching for land upon which to settle. The Mennonite organisation which had aided in bringing them to Canada was associated with the Canadian Pacific only in connection with their transportation. It was not directly concerned with the problem of settlement at that time.

About this time, also, considerable tracts of land had been placed on the market in Manitoba and Saskatchewan, and later in Alberta. These were mostly large farms which had been more or less successfully operated during the period of relatively high prices; but when deflation set in, the overhead had proved a crushing burden, and owners were anxious to dispose of their holdings. They discovered, however, that there was little or no market available on a cash, or partly cash, basis. Thus conditions developed that were peculiarly favourable to settling immigrants on attractive terms.

The C.C.A. continued its policy of settling agriculturists, not necessarily Mennonites, on such holdings as were offered by private individuals, or companies controlling lands. At no time since has the C.C.A. advertised for listings, or settlers, as it found that it was able to maintain a balance between land offered by owners, and those desiring opportunities for settlement. Most of the listings came from large land owners resident in Canada, or from organisations controlling lands and having their headquarters in Canada, the United States, or Great Britain. The C.C.A. had not, since its inception, attempted to influence the flow of settlers from any country; but had confined itself solely to settling persons who have been brought in by various other organisations including the Canadian Pacific Railway.

It should be added that efforts were made by the C.C.A. on several occasions to secure settlers from the Department of Colonisation and Immigration of the C.P.R. It desired families of certain types with some capital, which the association would be prepared to settle. These attempts were unsuccessful; and thereafter the association confined itself to settling persons already resident in Canada, and considered suitable for the type of farming in question.

Since the association became a subsidiary of the C.P.R. it has not operated beyond the boundaries of the Dominion. As we have stated, previous to that time, one of its most important functions consisted in operating large agency organisations in the United States.

One of the important conclusions reached from an analysis of the work of the C.C.A. is that the probability of success in taking up land depends largely upon the time spent and the experience gained in learning how to farm in the West. This appears to be equally true of all settlers from overseas, whether from Great Britain or northwestern or central Europe. This was also an opinion expressed by a number of witnesses giving evidence before the Commission. Settlers appear to have a greater chance of success if they have gained some experience in the country prior to settlement, whether they come with or without capital.

The association works on the theory that land must be sold at prices which are in line with its potential productive value. It considers that land is worth no more than it will earn in net profit, after taking care of reasonable living expenses. According to evidence given before the Commission at Winnipeg by the manager of the association, the term "potential" as applied to productive value of land, connotes the actual earning capacity of the farm for the period of years during which the contract operates. The contract usually covers fifteen years. It should be added that where the sale price has been found to exceed the earning power of the land the C.C.A. has stated that it has been successful in bringing about readjustments, whereby the price is brought in line with the earning power of the farm.

The standard contract which is executed between the purchaser of the land and the owner, provides certain safeguards for the settler. For example, if the yield per acre falls below a certain level in any year, the settler is released from the obligation to pay interest that year and the term of the contract is automatically extended for another year.

We must now refer to the charges mentioned at the beginning of our examination of the nature and functions of the C.C.A. First, it was alleged that settlement was confined largely to continental immigrants with meagre capital and that similar opportunities were not given to Canadians and British; second, that the prices charged were too high.

After carefully analysing the evidence, we find that while it is true that the Association confined itself almost exclusively to settling continental immigrants with small capital, this occurred after the collapse of its early efforts to secure immigrants from the United States and Great Britain. We urge, however, that the association renew its efforts to secure at least a proportion of its colonists from immigrants of British stock, and that it also undertake to provide experienced Canadian farmers with settlement opportunities similar to those presented at the present time to the foreign-born.

With respect to prices charged, it was stated at several of our sittings that these were altogether too high. We had no direct evidence, however, from settlers placed under this scheme that they considered the financial burden too great, the information being secured from other sources. No doubt in the early post-war period the prices were unduly high as was the case with other farms changing hands at that time. The general manager of the association drew our attention to the policy that has been applied, at least in some instances, of reducing the purchase price where necessary to bring it into proper relation with current agricultural values. If this policy is made general, we fail to find any reason to consider that immigrants have been exploited. On the contrary, in the light of special arrangements under which the principal and interest may be waived in those years where the return per acre is low, we consider the C.C.A. has due regard for the type of contract and the price paid by the purchaser. It also should be borne in mind that these settlers made little or no capital investment and that the higher prices can be explained in part as compensation for risk.

Canada Land Settlement Association: In 1924 when the Canadian National withdrew from participation in the work of the C.C.A., it established its own land settlement branch, known as the Canada Land Settlement Association. The objects of this association, briefly, are as follows: (1) To increase settlement in C.N.R. territory; (2) to advise, assist and place new settlers to the best advantage; (3) to supervise the activities of new settlers in the purchase of stock, equipment, methods of farming, etc.; (4) to secure listings of desirable farms for newcomers.

Offices of the association are situated at Winnipeg, Edmonton, Saskatoon and Vancouver, and operate through a system of local agents established across the West at selected points, chiefly in districts having opportunities for settlement.

All of the families handled by the association, except those from the British Isles and the so-called preferred countries, are required before they receive their occupational certificates and embark, to deposit a sum of money to the order of the association at Winnipeg, as a guarantee that the immigrant will engage in agriculture. This sum ranges

from \$250 to \$1,000 and even more. Families are made to pay only the amount of money available for settlement. When the necessary funds to purchase a farm, the association endeavours to secure the interests and renders all possible aid. We may say that the association is working very satisfactorily, according to evidence gathered from the field. In addition to ensuring that the families are settled on the land, it has the added advantage of providing them with expert advice in the outlay of his capital.

Over the past few years have been placed on land in the last four years, it is to be noted that no settlement of families without capital is undertaken as is the case with certain classes of settlers handled by the C.C.A. The average number per family is approximately five. Most of the settlement has occurred along C.N.R. lines, and in some cases in pioneer districts. Some of the central European families with small capital have been settled on marginal lands. Such settlement is of special interest, because our investigations lead us to believe that there is considerable marginal land in Saskatchewan. The question of its ultimate utilisation is one to be carefully surveyed and studied.

In the case of settlers possessing the minimum capital of \$250, they are either located on homesteads, or on improved rented farms. In some cases, employment is secured for them until such time as they are able to establish themselves with greater probability of success. Practically no C.N.R. lands are sold to them. The association secures listings of desirable farms, and acts as intermediary between the purchaser and owner, endeavouring to secure the best possible conditions of sale and payment for the settler. Some supervision of his farming activities is provided by the association's field men for the first year or two after settlement. The majority of the families settled so far have come from continental Europe.

The association is obliged to furnish annually information relative to settlers brought in under its auspices. This covers the name and particulars of each family; the names and ages of the children; and the legal description of land taken up, or the name of the farmer with whom the newcomers are employed. This is given to the Land Settlement Branch of the Department of Immigration at Ottawa, and checked by them.

The chief difference between the operations of the C.C.A. and the Canada Land Settlement Association, arises from the fact that the C.C.A. settles only families resident in Canada who have been brought in by the C.P.R. or other agencies, while the latter plays an active role in recruiting and selecting families overseas. This difference has given rise to the practice on the part of the Canada Land Settlement Association of requiring that all continental families destined for settlement shall possess a minimum capital of \$250, to be deposited with the association as a guarantee of their intention to farm after arrival in Canada.

Hudson's Bay Company Overseas Settlement Department: The Hudson's Bay Company maintains an Overseas Settlement Department with Canadian headquarters in Winnipeg. This department assists in

the placement and after-care of British agricultural families and farm workers coming in under *The Empire Settlement Act*. It is also interested at the present time in a land settlement scheme involving the placing of approximately one hundred British families on lands owned by the company.

In 1928, the company at the request of the Imperial Government, consented to settle one hundred British families on their lands. The area selected was the Vermillion district, Alberta, a short distance west of Lloydminster, Saskatchewan.

Under the agreement entered into with the Imperial Government, the company was to survey its lands and select suitable farms of an average size of 160 acres. The company agreed to erect buildings, break five acres on each farm, and provide a suitable water supply. The cost of the buildings and improvements was not to exceed \$1,200. The Imperial Government advanced \$800 to each settler for the purchase of stock and equipment. The settler, in turn, was to provide a minimum capital of not less than \$250 for sustenance, feed and seed. Where settlers were unable to supply this amount, the Hudson's Bay Company made up the sum by way of a loan. Since the inception of the scheme, a further advance has been made to the settler, because of poor crop conditions in 1929. Each farmer was entitled to a \$250 loan shared equally by the company and the Imperial Government.

All purchases of stock, equipment and household furnishing were made by the company; and expenditures for sustenance, feed and seed were also supervised by them. In this way great savings were effected. For the undertaking, the company selected an experienced supervisor, who was sent to the Old Country to make the selection of families.

Eighty-four families were brought out in the spring of 1929 in time to get the acreage already broken under crop and to prepare land for the coming year. In the spring of 1930 over 3,000 acres were ready for crop, and it was expected that further advances would be made during the summer to break more land. Of 102 families settled in 1929, 83 remained on the land. Only one of the settlers was sent back to Great Britain.

According to the agreement signed by the settler, he is to pay off his loans on stock and equipment, and for sustenance, feed and seed, within eight years, at 6 per cent. interest. Interest is charged from the date of occupation. On land and improvements the settler is allowed twenty years with interest at 6 per cent. The interest charges do not commence until two years after settlement.

The Salvation Army: The Salvation Army Migration and Settlement Department came into being in 1903 as a result of many calls for help and assistance received in Great Britain from people desiring to migrate. The department is financed by grants received from the Dominion and Imperial Governments, under *The Empire Settlement Act*, by commissions on immigrants, and by grants from the Salvation Army's other funds.

In the past twenty-five years the Army has settled in Canada over 100,000 British people. According to their evidence presented to the Commission, failures have been less than one per cent.

A permanent staff of experienced officers and workers is maintained in Great Britain and Ireland for the recruiting and advising of desirable immigrants. Most of these officers know Canadian conditions. In Canada a permanent immigration staff is also maintained, whose entire work is to arrange for the placement and after-care of new arrivals. In addition to these permanent workers, all of the officers of the Army, numbering about 5,772 in Great Britain and Ireland, and 1,615 in Canada, are indirectly interested in this work, and can be enlisted when their assistance is required.

In June, 1922, the Army, acting in conjunction with the Dominion Government, inaugurated a scheme for the movement of boys between 14 and 18. In the time the scheme operated, nearly 3,000 British youths were placed and settled in the Dominion. For the most part these boys were selected from ordinary working class homes in the Old Land, and were not wards of any of the benevolent societies. The scheme was discontinued in 1926 by the Dominion Government.

Since the inception of the Immigration Department the Army has interested itself particularly in organising personally conducted parties of young women to Canada, and lodges are established through the country for their reception. Although some difficulty has been experienced during the past few years in getting trained domestics there are large numbers of girls who have sufficient knowledge of general housework to qualify as domestics in Canada.

In 1905 the Army launched a movement for the reunion of families, and grants and loans have been made for that purpose. At the present moment the department will grant financial assistance up to fifty per cent. of the passage amount for the reunion of families where the husband and father is in Canada and in a position to provide for the family. This assistance is by way of a free grant.

The Salvation Army Migration Department accepts full responsibility for the reception and after-care of all Army selected migrants.

British Welcome and Welfare League: The British Welcome and Welfare League of Toronto is a benevolent society which has been in operation for the past twenty years. Its functions are to welcome British settlers of all denominations when they arrive in Canada, and provide them for a short time with facilities for meals and lodgings. Hostels are maintained at Toronto, Quebec, Montreal, Oshawa, Hamilton and Windsor. The 36-room hostel in Toronto was donated by the Ontario Government for this work.

In the twenty years of its existence, the society has welcomed over 100,000 British settlers. It is financed by public subscriptions and grants. A most important feature of its work is the reuniting of families. The society will assist any individual who wishes to have his family join him, if he is able to supply one-half of the money for cost of passage. The league provides the other half, which is repaid in weekly instalments.

Empire Settlement Branch of the Church of England: The Empire Settlement Branch of the Church of England operates in Canada with headquarters at Toronto. The most important movement

undertaken by the branch is perhaps that of the placement of British boys between the ages of 15 and 19. Three hostels are maintained in the West for the reception and after-care of the boys, situated at Indian Head, Edmonton and Melfort. Since the confirmation of the Empire Overseas Settlement Agreement, some 900 boys have been brought out from England, Ireland, Wales and Scotland. Out of this number, only 20 have been deported. Under *The Empire Settlement Act* a grant is made by the Imperial Government for this work, supplemented by a small additional grant by the Dominion Government. The balance of the cost of carrying on the work of placing and caring for the boys and operating the hostels is borne by the General Synod of the Anglican Church in Canada. No other financial assistance is given, and no placement fee is received either from the Government or the railroads. No financial assistance from any transportation company has ever been received by the Anglican Church in this work. The General Synod has consistently taken the attitude that it did not wish to act as an immigration agent for any company, and that its chief concern was the placing and after-care of British boys in this country.

Each hostel is in the charge of a superintendent and matron. The boys are selected in the Old Country either by Canadian representatives or their local pastors. When they arrive in Canada they are met by the port chaplain and brought to Toronto. From this point they are distributed to the various hostels. As far as possible the boys are placed with farmers of the denomination to which they belong. Needless to say the great majority of the boys are Anglicans.

Each applicant who desires a boy to assist in farm work must sign an agreement to employ him for one year, provided the boy proves satisfactory. Before a boy is placed, the applicant must provide references from his banker and clergyman as to his character and general financial ability. The wages received by the younger boys vary from \$10 to \$15 a month. Most of the older boys, as they gain experience, receive the standard wages for farm helpers. The boys are urged to save half of their money which is kept for them at the hostels. Under the tripartite agreement mentioned in Appendix IX if the boy has saved \$500 by the time he reaches his twenty-first birthday, he is eligible for a loan to establish himself on the land. Up to the present time none of the boys has been here sufficiently long to comply with this regulation; but some of them have saved considerable amounts.

Most of the boys are selected from labouring and middle class homes in the Motherland. None are secured from institutions.

Women's British Immigration League of Saskatchewan: The Women's British Immigration League of Saskatchewan is a voluntary, patriotic, non-political women's organisation, incorporated under *The Benevolent Societies Act of Saskatchewan*. It was organised in 1926 for the purpose of encouraging British immigration to Saskatchewan, and to assist in establishing British settlers. In particular the league is interested in the placement and after-care of British domestics.

Headquarters of the league are in Saskatoon, and some sixty branches are situated throughout the province. Hostels are maintained at Regina and Saskatoon. During the first three years of its operation,

1926, 1927 and 1928, British domestics could be moved only on individual nominations. This proved unsatisfactory because of the long delay in getting a girl after the application was made. For this reason the league approached the Department of Immigration in 1928 and asked permission to bring out domestics under a bulk nomination. This concession was granted, and domestics coming under the auspices of the league are so selected since that date.

The league assumes after-care for one year, is responsible for collecting any loans made to the girls, and provides hostels for their reception and after-care. It also reports all applications from prospective employers to the Department of Labour and Industries at Regina. The league works in co-operation with the Provincial and Federal Governments, the Land Settlement Board, and the various migration organisations in Great Britain.

Since it began to function the board has placed immigrants as follows: 106 girls under descriptive and bulk nominations; 4 families; 6 girls for the Land Settlement Board; 13 girls for the Department of Labour, Regina; and some 39 girls sent them by other organisations and individuals, as well as 10 girls of Scandinavian nationality.

The local representatives consist of public-spirited women, such as members of the I.O.D.E., the Homemakers, etc., who give their time voluntarily to assist in this work. These local representatives help in placing the girls, visiting them, and assisting them in various ways. They have also done splendid work in welcoming other newcomers.

The league is financed by a monthly grant of \$100 from the C.P.R. This is disbursed in paying a full time secretary and in meeting various incidental expenses.

Since it began operations, the league has always had more applications for domestics than could be filled.

Religious Societies: Both railway companies have in the past few years operated through numerous subsidiary organisations, or colonisation boards, in the placing and after-care of immigrants; and in determining the demand for agricultural workers and settlers in various localities. A great many of these organisations are religious or racial in their composition, and are particularly interested in the settlement of immigrants of their own creed or race. The majority are financed by the railways to some extent, and in general receive in addition the sum of \$5.00 for each adult settled, in the case of agricultural families, or \$1.00 for each single agricultural worker or domestic placed in employment. They are given also \$5.00 on each cash nominated immigrant, and each prepaid passage secured by them.

At the time of the hearings of the Select Standing Committee on Immigration and Settlement, Mr. Macalister, chief of the C.P.R. Colonisation Department, stated that the Canadian Pacific was working with twenty-five colonisation organisations, of which the most important affecting migration to Saskatchewan were the Mennonite Colonisation Board, the Lutheran Immigration Board, the German Baptist Society, the Volksverein, the Canadian-Polish Catholic Immigra-

tion Society, the Catholic Immigration Aid Society and the Ukrainian Colonisation Board. We shall deal with the larger of these societies in some detail later.

It should be noted, especially in connection with the relation of these societies to the railways, that in return for financial assistance granted by the railways or steamship companies on the basis of the number of immigrants handled, the various societies have assumed responsibility for after-care of the migrants, and agreed to meet the necessary expenditures where a newcomer became a public charge or where deportation was necessary. Thus, indirectly, the railways built up a network of organisations representing various faiths and races; and in this manner were able to delegate their responsibility with respect to settlement and after-care to these societies.

One of the dangers of settlement of this character arises from the tendency to establish racial groups—a practice which has much to commend it in its social aspects, and from the society's point of view. Obviously, it is easier to provide religious and other services to such a community; but group settlement arouses suspicion and creates discord between the various elements of the population. We believe that special provision should be made for educational work in such districts, and have so recommended in our report.

While it is impossible to go fully into the activities of all such affiliated societies, yet as considerable interest has been aroused, and a great deal of controversy has arisen, over the operations of some of them, it may be advisable to examine the structure and functions of the more important ones.

The Canada Mennonite Colonisation Board: The Canada Mennonite Colonisation Board was organised in 1922 for the purpose of helping Mennonites in Russia who were desirous of leaving that country for Canada, owing to famine conditions and the unfriendly attitude of the Soviet. Arrangements were made by the board with the Dominion Government to have these people admitted if they met the medical requirements. The board was to assume responsibility for finding employment and settlement opportunities for them, and guaranteed that it would assume responsibility if any immigrants became public charges within a period of five years.

The C.P.R. agreed to advance credits to the board for the transportation of these migrants. The first refugees came in 1923; and between that time and April, 1930, the total number brought to Canada was 19,891. The total credit advanced to the board by the C.P.R. to January, 1930, amounted to \$1,924,727, of which \$884,000 has been repaid. Of the total number of settlers brought in for placement, 7,828 have settled in Saskatchewan.

In carrying out their promise to the Dominion Government to prevent Mennonites from becoming public charges, the board raised large sums by donation from wealthy Mennonites in Eastern Canada and the United States. This money has been used to look after needy newcomers, and to pay hospital expenses when incurred.

Revenue for carrying on their office and settlement activities was secured in the following manner:

(a) Commissions on prepaid tickets, 1923-30.....?	\$ 3,599.06
(b) Commissions on nominations for cash passages.....	2,103.34
(c) Special levy on all immigrants from 12 years up, \$3.00 each	28,580.74
Total revenue, 1922-30	\$34,283.14

As few of the newcomers had any money, a plan was worked out by which land could be purchased without cash payments. A contract was devised by the board which, in its general terms, was later taken over by the C.C.A., and made one of its standard contracts.

The principal features of the contract were as follows:

1. No cash payment at date of purchase.
2. Discharge of the obligation over a period of fifteen years on the half crop payment plan.
3. Provision that in any year that the income from the land was less than \$6.00 per acre, the purchaser should pay taxes and insurance, but should not make any payments on principal, interest being waived for that year and the length of the contract automatically extended for a year.
4. Interest charges at 6 per cent. per annum.
5. Right of the vendor to manage the farm for a specified number of years, or to appoint a man to supervise farming operations.

From 1924 on, the Canadian Colonisation Association co-operated with the Mennonite Board in settling families, and allowed the board a commission of $1\frac{1}{4}$ per cent. on lands purchased. An equal amount was allowed by the C.C.A. to the agent of the association through whose effort the land was secured. In addition to the land contract, commission contracts were signed which provided that ten per cent. of the cash received by the vendor from the buyer be paid on commission until it was totally paid. These commission contracts, signed by the vendor in favour of the Mennonite Colonisation Board, were assigned by that body to the C.C.A. to finance the actual work of settlement. By an agreement between the two bodies, when the scheme is finally completed, should any surplus exist, it is to be used by the Mennonite Colonisation Board for benevolent purposes; while if there is a deficit, the C.C.A. is to have no further claim on the Mennonite Colonisation Board.

According to statements received, up to the present time, land totalling 182,643 acres has been purchased in Saskatchewan on these general terms for 561 families, at a purchase price of \$7,440,625.50. Eight per cent. of the contracts have proved unsuccessful and have been cancelled. Seventy-two per cent. of the settlers have paid their taxes and interest, and made some reduction on principal. Not all of the Mennonites entering Saskatchewan purchased land through the board. No recruiting or selecting of immigrants was done by the Canadian Mennonite Colonisation Board. Selection was in the hands of the Canadian Pacific Railway, but the Russian Government allowed no recruiting. At the present time no Mennonites are permitted to leave Russia, and any migration of these people originates in Germany.

Lutheran Immigration Board: Post-war conditions in Russia and Central Europe, resulting in the flight of German minorities from

these countries to refugee camps in Germany, were the prime factors operating in the organisation of the Lutheran Immigration Board of Canada.

In 1923 a group of Lutheran clergymen met in Winnipeg to discuss ways and means of assisting their distressed co-religionists to migrate to Canada and establish themselves on the land. Both railways, and some of the steamship companies, were approached and requested to furnish credits to facilitate the movement of these people to the Dominion. Eventually the Canadian Pacific agreed to advance \$5,000 on condition that any farmer in Western Canada nominating such an immigrant should advance \$40.00 on the ticket, and give a note signed by himself and guaranteed by two financially sound persons for the balance of the transportation cost. This credit plan was accepted, and the board organised. Guarantors in the first years were in most cases wealthy Lutherans resident in the United States. Only immigrants brought out by the C.P.R. are handled by the board, which operates under a Dominion charter.

While the plan was extended originally only to refugees, it was continued in modified form so that any resident Lutheran wishing to bring relatives to Canada could avail himself of the credit scheme by paying \$50.00 on the ticket, and giving a note for the balance endorsed by himself and two others. In the period 1923-29, the board claims to have handled 12,310 immigrants. Aside from refugees, 313 others availed themselves of the credit arrangement. The remainder of the immigrants handled by the board paid cash, and came in under the bulk nominations of the railways agreement, or under individual cash nomination or prepaid tickets.

From experience in handling immigrants in the first year of its operation, the board decided for the future not to accept the care of any immigrant unless he could produce a religious testimonial from his pastor, certifying as to his religious standing and character. Representatives of the board were stationed overseas in the countries from which immigrants were drawn; and these worked with local pastors in determining whether applicants should be accepted or not. The board took no part in the selection of immigrants overseas; but when a prospective immigrant approached the transportation company for information, he was advised, when a Lutheran, to obtain his religious testimonial and get in touch with the board's representative. Upon receipt of the religious testimonial from the applicant, the board's representative issued an identification card authorising the transportation company to send the immigrant to Canada under the auspices of the board, and making itself responsible for after-care and placement.

In Canada, placement and after-care were largely the responsibility of Lutheran ministers. All applications for agricultural families or single agricultural workers were forwarded through the pastor, and nominations were secured by him from his parishioners. No land settlement is undertaken directly by the board, which depends upon local labour markets to absorb the newcomers. Families are placed temporarily in vacant houses in the several parishes, and work is secured for them with neighbouring farmers. When they are ready to be

established on land of their own, the board notifies the C.C.A. and leaves the matter of settlement to them; although full particulars as to price, terms, etc., are laid before the board to safeguard the settler. According to the board's statement, about 40 per cent. of the immigrants brought in have been settled on land, and the remainder are still working for other farmers. Domestics are also placed in farm homes.

The Lutheran Immigration Board is financed by an annual grant from the C.P.R., and by placement and after-care fees amounting to \$5.00 per adult, in the case of agricultural families, and \$1.00 for unaccompanied agricultural labourers. In addition to these sources of revenue the board receives the regular commission of \$5.00 for each cash nomination or prepaid ticket; but all of this amount is paid by the board to the person in the field securing the nomination, who is usually a clergyman.

We are quite conscious that in this brief survey of private aids to immigration and settlement we have touched only the periphery of the problem. We realise, also, that trends in real farm income, in farm ownership, and in farm land values are factors that may set at naught the best and most carefully conceived plans of settlement. We recognise that the stabilisation of agricultural prices, the provision of adequate transportation rates and facilities, relief from farm labour costs, and many other considerations affect the movement to and from farms. We consider that much may be attempted by placing science at the disposal of agriculture, but state categorically that the best assurance of permanent settlement and permanent agriculture is to be found in the application of provincial and federal policies that will maintain and improve living standards on the land.

This by no means overlooks the importance of the proper selection and placement of immigrants, and the furnishing of those social aids that do so much to help newcomers to make essential adjustments to community life. Much has been done by the various organisations described in producing these desirable results. We merely wish to emphasise that, in our opinion, the best guarantee of success in settlement is the establishment of a sound social and agricultural economy.

Appendix XI

ASSIMILATION IN RELATION TO POPULATION DEVELOPMENT.

Saskatchewan, in common with other pioneer areas, is confronted with urgent problems as to how men may best use available resources to find a living, and to establish a sound social economy. Prior to 1859, when Darwin published his "Origin of Species," the questions of population and social adjustments proved too baffling for even the wisest statesman to find a solution. With the publication of that work, however, men began to understand something of the delicately adjusted balances existing between organic life and its surroundings. It is impossible to touch even briefly upon the wide implications of the theories expounded by Darwin; but we may say that with this new knowledge man understood better how to apply his intelligence to the problems of human adaptability.

Saskatchewan, however, is favoured in this respect, that the extent of its density of population does not as yet give rise to the almost insoluble difficulties confronting the thickly settled countries of Europe and Asia. The Malthusian law, to which reference has been made in Appendix II, has but slight effect in our province upon standards of living, inasmuch as the rural community produces food in abundance—sufficient to take care of the needs of many millions of human beings throughout the world. We have, however, the common problems that confront men in civilised society. Men must live in groups from nature and from necessity. Into the province have been poured many thousands of immigrants representing the major races of Europe. They have carried with them their languages, their religions, and their social ideals. Necessarily they have been plunged into a new complex of social, economic, legal and political activities, based upon the British pattern in part, and perhaps in even greater degree upon the pattern created by a pioneer environment.

This pioneer environment is an unique factor in social causation. It emerges from the vast area of our province, its great distances from markets, its special climatic, physiographic, biological and other features. We have dealt elsewhere with these conditions; but we may again emphasise the challenge that these physical facts make to the newcomers who seek to build their homes and establish themselves in the West. It is a hard land, but a land which has yielded in abundance to those who have invested their labour and their enterprise in its making.

That the province is still in the pioneer stage is a matter of major importance. It is still in the plastic stage, still ready to respond to efforts put forth in building a sound social and economic structure. It is not only plastic, but dynamic, changing quickly in response to the new technological appliances of industry and agriculture. While climatic and other natural factors, from the short time point of view

at least, are constant, nevertheless man can, and does, alter his environment. It is a far cry from the day of the ox team to that of the flying machine, and from the Red River cart to the giant locomotive pulling trainloads of wheat across the prairies. Our people have, indeed, in a sense, conquered time and distance, and are learning to work with the powerful forces of nature as science widens our understanding of them.

It is into such an environment that the newcomers from the Old World enter with more than a little perplexity; and it is not surprising if, at times, they find it hard to fit themselves into the new social and economic patterns. Our social and physical conditions are new to them and must influence the ways in which they spend their energy in making a living, and in finding the desired opportunities for themselves and their children. And this is not to be wondered at when we recall that such factors have shaped not only our civilisation, but all civilisations, from the beginning of historic time.

The newcomers are confronted with economic difficulties because of these physical facts, and are forced to adjust themselves to a new alignment of seasonal work and occupations, ranging from agriculture and lumbering to the building trades, and even to our great export business in wheat which is largely seasonal in character. They must learn how to meet the dangers of frosts, of strange weather conditions; to find the best ways of utilising the land; and to deal with many other things that are strange to them. It is true that many immigrants come from countries having physical conditions not greatly dissimilar from those of the prairies; but they are faced with a different complex of human relationships—ethical, political and social.

In analysing the problems of assimilation, we should not place undue emphasis upon either the physical handicaps or the natural opportunities available, since men are more important than either. It may be true, for example, that in Russia there are available richer resources of timber, oil and coal; nevertheless our laws, our ethical ideals, our business enterprise, our industrial technique and our command of science, give us an enormous advantage over more backward lands.

We desire only those racial elements that can make a contribution to our common citizenship, and keep alive the proud traditions and high respect for law which have characterised at all times the British race.

This raises many questions—not only the question of the selection of racial stocks, but of the distribution of representatives of these stocks throughout the province. We have already pointed out in Appendix III that Saskatchewan and Alberta show nearly thirty per cent. foreign born, as compared with some twenty per cent. in Manitoba and British Columbia, six per cent. in Ontario and a little over one per cent. in Prince Edward Island. Saskatchewan has twice as many immigrant residents of non-British as of British birth, with the Central European element predominating. Despite that fact we have also shown in the same appendix that the rate of naturalisation in Saskatchewan exceeds that of any other province with the exception of Prince Edward Island.

This tends to indicate a mental adaptation to our social environment of the highest significance. We must not lose sight of the fact that physical adaptation, and even economic adaptation, sink into relative unimportance compared with mental adaptation; for the latter achieves, in greater or less degree, social, legal and ethical solidarity. Referring again to Appendix III, we note that table III-16-A demonstrates that the British percentage of population in Western Canada shows a marked tendency to increase, while there is a slow but perceptible lessening of the percentage of British stock in the older provinces.

As we have stated, our population is comparatively thin; but civilisation, the deepening of the democratic spirit, and the enrichment of life are not merely a function of numbers. Even in half civilised lands there is some effort to control the social and the physical environment; but we pride ourselves that in this province we are attempting through education to exert at least some influence in moulding our physical and cultural environment.

Through education, therefore, we are endeavouring to get command of the social controls. In this direction the province is making a reasonable effort to touch the life of all its citizens. We append tables XI-A, XI-B and XI-C, showing the conditions of literacy, from which it will be observed that table XI-C, covering the age group 10 to 19, indicates a remarkable decrease in illiteracy as compared with the other age groups. This seems to indicate that our schools are securing at least some measure of success in aiding the younger groups to make the essential adjustments. We are thoroughly in agreement with those leaders of opinion who believe that education can, and should, be made a powerful instrument in assisting the non-British elements to fit themselves for citizenship.

TABLE XI-A.

LITERACY OF THE POPULATION OF SASKATCHEWAN.

10 Years of Age and Over, Classified According to Racial Origin.

Racial Origin	No. 10 years of age and over	Illiterate	
		No.	Per cent.
English	157,195	503	0.32
Irish	71,093	300	0.42
Scotch	84,842	312	0.37
Other British	3,662	4	0.11
Total British	316,792	1,119	0.35
French	33,792	1,673	4.99
Austrian	13,768	1,819	13.21
Belgian	2,858	82	2.87
Chinese and Japanese	2,818	441	15.65
Czech	2,752	275	9.99
Danish	3,765	52	1.38
Dutch	14,586	288	1.97
Finnish	1,580	55	3.48
German	68,234	2,572	3.77
Greek	313	7	2.24
Hebrew	3,009	87	2.89
Hungarian	9,013	1,125	12.48
Icelandic	2,764	60	2.17
Italian	595	51	8.57
Lithuanian	149	28	18.79
Negro	258	6	2.33
Norwegian	25,762	290	1.13
Polish	10,320	1,373	13.30
Rumanian	4,468	698	15.62
Russian	25,082	3,722	14.84
Swedish	15,149	212	1.40
Swiss	1,489	32	2.15
Syrian	439	46	10.48
Ukrainian	35,267	7,497	21.26
Various	1,021	137	13.42
Unspecified	288	7	2.43
Total—All races	596,059	23,754	3.99

TABLE XI-B.

LITERACY OF THE POPULATION OF SASKATCHEWAN.

10 Years of Age and Over, Classified According to Racial Origin.

GROUP I—BRITISH; NORTH AND WEST EUROPEANS.

Racial Origin	Total 10 years of age and over	Illiterate	
		No.	Per cent.
British	316,792	1,119	0.35
French	33,518	1,673	4.99
Dutch	14,586	288	1.97
Danish	3,765	52	1.38
Icelandic	2,764	60	2.17
Norwegian	25,762	290	1.13
Swedish	15,149	212	1.40
Belgian	2,858	82	2.87
German	68,234	2,572	3.77
Total	453,428	6,348	1.31

GROUP II—SOUTH, EAST AND CENTRAL EUROPEANS.

Racial Origin	Total 10 years of age and over	Illiterate	
		No.	Per cent.
Austrian	13,768	1,819	13.21
Czech	2,752	275	9.99
Hungarian	9,013	1,125	12.48
Polish	10,320	1,373	13.30
Rumanian	4,468	698	15.62
Russian	25,084	3,722	14.84
Ukrainian	35,267	7,497	21.26
Total	100,672	16,509	16.39

TABLE XI-C.

LITERACY OF THE POPULATION OF SASKATCHEWAN.

10-19 Years of Age, Inclusive; Classified According to Race Groups.

GROUP I—BRITISH; NORTH AND WEST EUROPEANS.

Racial Origin	No. in province 10-19 years of age	Illiterate	
		No.	Per cent.
British	83,175	217	0.27
French	10,270	262	2.54
Dutch	4,988	58	1.16
Danish	907	6	0.66
Icelandic	721	.....	.....
Norwegian	7,677	30	0.39
Swedish	4,215	19	0.45
Belgian	835	5	0.60
German	24,089	284	1.18
Total	136,877	881	0.64

GROUP II—SOUTH, EAST AND CENTRAL EUROPEAN.

Racial Origin	No. in province 10-19 years of age	Illiterate	
		No.	Per cent.
Austrian	4,809	103	2.14
Czech	770	3	0.39
Hungarian	3,046	70	2.29
Polish	3,623	63	1.77
Rumanian	1,663	35	2.11
Russian	9,513	289	3.40
Ukrainian	14,049	381	2.71
Total	37,473	944	2.52

Throughout the province will be found many group settlements, representative of divers racial stocks. While group settlement has many good features, nevertheless there are grave objections to its further development. Briefly, we may say that group settlement is related, from one point of view, to Darwin's theory of the three main steps in social development—namely, diversity, adaptation and progress. Doubtless these groups do add diversity and elements of richness to the cultural life of the community; and also doubtless by this very diversity there is a greater opportunity to adapt newcomers to the new environment. This, in turn, may result in their more rapid economic progress. The warm welcome that may be expected from a racial brother, the overcoming of the nostalgia resulting from separation from the home land, as well as other aids, are factors that appear to support group settlement. On the other hand, it is the rooted con-

viction of many of our people that group settlement tends to create blocks, thus preventing those intimate contacts without which it is impossible to create a sound citizenship.

On the economic side, where group settlements obtain, we recommend in our report that the Government extend the agricultural representative service; and that it seek to induce graduates of our agricultural college, and experienced farmers to settle in such communities, to aid newcomers more quickly to secure the advantages of modern agricultural practice.

With respect to newcomers as a whole, we also consider that the Government, acting with the various societies and organisations interested in public questions, should take every opportunity of gaining the confidence of incoming settlers whether of British or other races. This effort should not be regarded as a vague attempt to demonstrate good feeling, but as an important factor in guaranteeing the rapid and complete assimilation of newcomers into our social and economic system.

We would stress here also the importance of impressing upon the immigrant the value of Canadian nationality. As pointed out earlier the percentage of foreign born in Saskatchewan, who have become naturalised citizens, compares very favourably with that of other provinces. In spite of this, there are, unfortunately, many of our United States immigrants and some others, who have been slow to assume the duties of citizenship, and we think it advisable that some action should be taken to remedy this situation, if possible.

We offer in Appendix III tables showing school attendance; numerical and per cent. distribution of the population of the province into groups of racial origin; distribution of racial elements in the province into rural and urban groups; immigrant population of the province divided according to sex and date of arrival in Canada; numerical and per cent. distribution of immigrant population by year of their arrival in Canada; citizenship of foreign born residents in Saskatchewan according to birthplace, age and sex; racial distribution of the population of Canada by provinces; residents, according to racial origin, in cities of 25,000 and over; per cent. of immigrant population of Canada tending to urban settlement. according to provinces and racial origin; per cent. of married men and women of continental European origin married into British stocks; per cent. of immigrant population of Canada naturalised, by province and by racial origin; and per cent. distribution of the population of Canada, by racial origin and by provinces.

These tables should be consulted in conjunction with this study as relating to assimilation and population development. A critical analysis of the facts so presented goes to show that steady progress is being made in destroying those inhibitions and distrusts that have tended to separate our people, and in creating a sense of social and cultural solidarity. It should be borne in mind that in our report we specifically state some slowing down of immigration from the Continent should occur, however, in order that the people already in the province may not be subjected to too great a strain in providing essential economic, educational and other facilities.

Many of the European races are well established in Saskatchewan, and have demonstrated both their usefulness and their adaptability to the country. Among these, and occupying a very high place in national esteem, are the Scandinavians, the Germans and the Danes. We have also received a great contribution from our Slavic citizens, including Poles, Ukrainians and Czechs. This is true also of the Slovaks and Ruthenians, Russians and Hungarians. It lies outside our duties to make any researches into the conditions of life to which these various racial elements were accustomed in the Old World. We may merely state that, on the whole, theirs was a hard lot, involving a strenuous struggle for subsistence. However, this very struggle resulted in making of them a hardy people well fitted to undertake the task of establishing themselves in a new country.

We conclude this brief study by observing that while the problems of assimilation and settlement are complex, and while they appear at times to be incalculably difficult, nevertheless solid progress has been made. John Stuart Mill, at the opening of his famous work on Representative Government, outlined two theories concerning the problems of democracy—the first consisting of the idea that government and control is merely a problem in invention to determine what is best so that we can adapt our policies to the desired end; the other, that government or social control, is not a matter of human choice at all, but an inevitable growth in which the purposes of man have no part. It is beyond the scope of this inquiry to delve into this philosophical question. It must suffice to say that all democratic peoples have accepted the first, including the people of Saskatchewan. Assimilation, from this standpoint, is within our conscious control. It is at bottom a problem in adaptation. This, however, is not a one-sided process. It is just as important that we should adapt ourselves to what is best in what the newcomers bring from their home lands, as that they should adapt themselves to what is worth while in our economic and cultural life.

Appendix XII

OPINIONS EXPRESSED AT HEARINGS OF THE COM- MISSION BY VARIOUS REPRESENTATIVE BODIES IN THE PROVINCE.

(Note.—The following are extracts taken from evidence submitted to the Commission.)

The United Farmers of Canada, Saskatchewan Section.

(Presented by G. H. Williams, President.)

"1. No agricultural immigration should be allowed until native born are provided for.

"2. At this time we believe that no agricultural immigration should be allowed until production sales and consumption reach a parity level where the cost of production will be covered by the selling price of the products.

"3. Opposed to solicited or assisted immigration.

"4. Recommend the adoption of a quota system because immigration is an economic question, not political, religious or even the business of transportation companies.

"5. Recommend formation of Federal Immigration Board, composed of one representative for each province with a federal chairman.

"6. Suggest on account of Saskatchewan being eighty per cent. agricultural, that Saskatchewan's representative be by Government appointment, selection to be made from names submitted by the United Farmers of Canada.

"7. Recommend more control of immigration by province, but not complete responsibility.

"8. Recommend change in homestead law by which future homestead titles will remain vested in the Crown, and use leases issued instead of patent of title."

The Canadian Legion, Saskatchewan Command.

(Presented by Col. A. E. Potts.)

"The official policy of an organisation is not to be confounded with opinions of individual members and groups; so that one hesitates to suggest that there is unanimity behind a series of general propositions upon this much debated subject. I believe, however, that we can claim the support of the great mass of our membership for the following conclusions:

"First, it does not seem that a case has been, nor can it be, made out for increased immigration from any quarter at the present time (except of Canadians living elsewhere). If conditions become more attractive, as the United Farmers have pointed out, they will exercise their own allurements in very large degree.

"Second, all our branches who have reported upon this matter are agreed that immigration from all other countries should not exceed in each year the total migration to Canada from within the Empire. The adoption of this rule would mean further restrictions, and as to this, the Legion committee reported that in their view, a scientific method of curtailment could be based upon the contribution of the respective foreign states to *permanent* settlement, since the war. But as the working out of restrictive regulations would presumably fall upon a federal department, and some modifications might be necessary, your Commission may not require a discussion of plans at this time. We think you should not overlook the significance, in this connection, of the national origins clause of the United States immigration law which became effective July 1, 1929, whereby well over half the total quotas divided among twenty-six countries is reserved for citizens of Great Britain and Ireland, and over two-fifths for Britain alone—with Germany not a bad second. I need not draw the obvious deduction.

"Third, the Legion would welcome an examination of results of schemes for assisted immigration,—if by that vague term is meant every form of corporate activity by which funds and facilities are released to bring to this country people of all nations; also if the results in permanent settlement are carefully compared with the effects of undirected migration, and the progress of native-born settlers established since the war; if constructive ideas tending to amendment and improvement are given their just weight along with recitals of individual failures; and if the net cost to Canada, and the practical and sentimental factors to which we will draw attention, are not left out of the reckoning.

"Included in the scope of your authority is 'the possibility of adopting a plan for assisted settlement of natives and other residents of the province and other Canadian applicants.' Demands of this character have been made by ex-service men who did not partake in the Soldier Settlement scheme; and inquiry is being made of all branches with a view to informing you of the extent to which they exist within the Legion and among men associated with it. We understand that the Commission are prepared, if required, to hear representations from soldier settlers. It should be explained that a special Soldier Settlement Committee was appointed at the last Dominion convention in November to take evidence and publish conclusions and recommendations. Their report will probably be ready next month, and you will be furnished with a copy. What further action will be necessary so far as this province is concerned will be considered at the provincial convention in March."

General Statement as to Labour's Policy in Respect to Immigration.
(Presented by Gerald Dealtry, Saskatoon, organiser for the American Federation of Labour and representing the Saskatoon Trades and Labour Council.)

"In general the attitude of organised labour towards immigration can be summed up in the following few words; selective immigration where assimilation is a certainty. In other words, organised labour says it does not desire any immigrants to be brought into the Dominion

of Canada unless there are reasonable grounds to suppose that after they have been brought in there will be positions for them which will not necessitate putting out of work some person who is already a resident of the Dominion of Canada. In the past it has been amply proven that immigrants brought in do unquestionably cause unemployment amongst those who have become citizens of the Dominion for a considerable length of time.

"We believe, furthermore, that the advertising campaigns which periodically take place in Europe for the purpose of inducing immigrants to leave their native land and come to Canada, are responsible for many of our immigration ills.

"The remedy suggested by organised labour is: that there shall be set up an impartial and unpolitical commission who shall act as an immigration commission and who will through the various government employment agencies throughout the country secure information from them as to the number of immigrants who can be assimilated from time to time, and that this commission shall have the fullest power to refuse admittance to the Dominion of Canada, to all those unable to either show that they have positions to go to, in which they will not displace some person already in the Dominion, or who shall have sufficient financial resources to keep them from being a burden on any community into which they arrive."

Native Sons of Canada—Regina Assembly.

(Presented by W. A. Waddell, Secretary.)

"*Opposition to Assisted Immigration:* We are opposed to assisted immigration whether sponsored by our country, the country of origin or by organised or group interests.

"*Retain Canadian Citizens in Canada:* We believe that an organised constructive effort should be made to retain in Canada all Canadian citizens.

"*Discrimination against Canadians in Employment:* Discrimination should be abolished in regard to the manner in which Canadian citizens are obliged to make homestead entries as against the procedure adopted in the case of the immigrant. Discrimination should also cease against our native-born in the matter of employment.

"*Repatriation of Canadians Abroad:* It seems scarcely worth arguing that if we need more people in this country, some effort should be made to get back citizens whom the short-sighted policy hitherto adopted has driven from our borders, rather than to seek population elsewhere.

"*Welcome Desirable Citizens:* Subject to what has been said, we submit that Canada should welcome desirable people who wish to make their homes here, having regard always to general economic conditions that may prevail from time to time. When once admitted to the country, they should be treated as though they had always been there.

"*Immigration Agreements:* We suggest to the Commission that it should recommend that steps be taken to secure the immediate cancel-

lation of immigration agreements subsisting between the Dominion Government and the transportation companies as well as assisted immigration agreements between our Government and any other government.

"Control of Immigrants: We would urge that the Dominion and provincial authorities should co-operate in the control of immigration.

"Passports: We are decidedly of the opinion that in the case of citizens of any country whatever who come to Canada, similar passports and the payment of similar fees should be required as are required of Canadians who go to such country.

"Declaration of Canadian Citizenship: With a view to having immigrants from other nations or dependencies within the British Commonwealth of Nations becoming Canadian citizens in a real sense, we strongly urge that at least five years elapse after their arrival in this country before they receive full citizenship rights, and then only upon their making an appropriate declaration of Canadian citizenship. It is felt that British subjects who wish to have statutory qualifications of Canadian citizenship be given the opportunity of making such declaration.

"Ceremonial Following Admission of Immigrants into Citizenship: That on Dominion Day or some other suitable day in each year, in communities where immigrants of any kind have been within the year admitted to citizenship rights, there should be a celebration of the event, taking such form as would impress upon them the high honour that has been done them and the duties and responsibilities that devolve upon them.

"Canadian Boys Settlement: Your Commission will find in Hansard 1928-1929, page 66, that the Federal Parliament has voted a sum of money in excess of one million dollars to assist Canadian boys in establishing themselves upon Canadian farms. This money was to be spent in co-operation with the various Provincial Governments. It appears that the same vote was in the estimates for the previous year and that the Minister of Immigration informed the House that not one dollar had been expended and that no Provincial Government had taken advantage of the fund voted. In view of these facts, we urge that necessary steps be taken to make this fund available for the purposes for which it was intended."

The Ku Klux Klan.

(Presented by C. H. Ellis, Imperial Secretary.)

"In this report, we have four recommendations to make to this Commission:

"1. That immigration from non-preferred countries (Central and Southern Europe) be stopped entirely for a period of at least five years and then only continued under a rigid quota law, preferably based on the census of 1901 when the population was predominantly British. We suggest a quota which would allow non-preferred Europeans to enter only at the rate of two per cent. of the 1901 census. It is not suggested to apply the quota principle to either British, French or Scandinavian immigration. By Scandinavians is meant Norwegians, Danes and Icelanders.

"2. Allow trained British and Scandinavian families to enter for land settlement under proper selection and supervision. More care to be taken in the appointment of trainers and those doing the selecting.

"3. Remove the handling of all immigration from the hands of religious bodies and place it entirely in the hands of the governments.

"4. In future prevent group settlement of all immigrants."

Provincial Grand Orange Lodge of Saskatchewan.

(Presented by Stewart Adrain, Grand Secretary.)

"Whereas your Commission has been gathering information from various sources, as a basis for possible future action by the Government of this province, and as the Orange Association is intensely interested in the problem, we beg to submit the general principles of this association for your record and consideration.

"The Grand Orange Lodge of Saskatchewan is the provincial organisation under the Grand Lodge of British America. The provincial Grand Lodge annually appoints a Legislation Committee to look after all the problems of policy that may arise during the year; therefore this committee speaks on behalf of the provincial Grand Orange Lodge.

"We believe in Anglo-Saxon predominance within this province; that it is an unwise policy to, at any time, bring in more people than can be properly assimilated. We must protect our economic, social, moral and educational principles, and so regulate immigration that these principles may be advanced rather than retarded. We grant that the incoming peoples may add to what we already have, but we recognise as our foundations, those British ideals which are fundamental to our national existence. Therefore, we strongly urge the control of immigration by our Provincial Government in such a way that it will be both thorough and impartial.

"We advocate the adoption of the quota system. We believe this could be made operative both for the Dominion and for the province. The Dominion, in turn, giving due attention to the provincial rights and demands. The basis of this system would require to be worked out through the machinery set up by the Provincial Government.

"We are in favour of confining immigration, at least for the present time, to the preferred countries. If, at any time in the future, there should arise a need for immigration beyond those of Anglo-Saxon and Nordic races, then, if admitted from non-preferred countries, it should be under the quota system, highly selective and to fill an absolute need.

"We are opposed to group settlement of immigrants. We believe it is not conducive to the best interests of our province, nor to the best ultimate interests of the immigrants themselves. It retards the problem of assimilation, and retains distinctions which are detrimental to national unity. We already have evidence of this throughout our province.

"We are opposed to the principle of assisted passages. We believe that those who come of their own choice will the better fit into our Canadian life. As they build themselves into our social fabric, they will be of the type that will not only benefit themselves, but will become a rich asset to our country.

"As an organisation, we have in the past observed the principle of not bringing out immigrants until we had employment for them. Such, therefore, have not become a burden on our country nor swelled the ranks of the unemployed. In this manner, we have placed a considerable number.

"We believe that the work of immigration should be controlled by the Provincial Governments, and that finally, all colonisation organisations should be abolished, and that we, as people, should support the policy of the Government in any scheme of this nature. We believe the Orange Association is prepared to relinquish its scheme in favour of complete provincial government jurisdiction in this matter.

"In this manner, gentlemen, we have briefly placed before you our views, having in mind the concern of our provincial welfare, the upholding of British institutions and the safeguarding of our inheritance."

The German-Canadian Association of Saskatchewan.

(Presented by Hans Schumacher, President.)

"A few weeks ago, thousands of refugees of German descent emigrated from Russia, because they wanted to escape the economic destruction and religious persecution that is raging in Russia today. During their sojourn in that country, they proved themselves industrious, ambitious and law-abiding pioneers, and through their vigorous and unyielding integrity, they became prosperous farmers. Now they are face to face with misery and distress because they would not let themselves be robbed of their property by the Soviet Government, and because they would not let their children become victims of the anti-religious education and unmoral teachings of the Soviet school system.

"When the Government of Saskatchewan refused them admittance into our province, a strong resentment was felt among the German-speaking populace and especially among the members of our association. It was generally assumed that at least a more kindly reply, influenced by humanitarian motives, could have been given to the inquiry of the Department of Immigration at Ottawa.

"Travelling through the many German-speaking districts of our province, we were convinced that farmers of German descent immigrating into Canada from Russia, the former Austria-Hungary, Poland, Jugo-Slavia, Czechoslovakia, Rumania, Switzerland or Germany can be ranked among the most industrious and progressive farmers of Saskatchewan, as well as among the true and loyal Canadian citizens. Agricultural experience, industry, courage and fidelity are qualities which these people possess. Men of this type are needed to contribute

to the pioneering, upbuilding, and development of Western Canada. We find that one hundred per cent. of these people settle on farms, and do not become a burden to the cities.

"Therefore, we believe, that it is for the best interest of the Dominion of Canada and to our province, that all people of German descent, no matter where their birthplace, should be ranked among the preferred immigrants in the Dominion of Canada, as long as they possess physical and intellectual abilities.

"However, we conceive, that on account of the climatic and employment conditions during certain seasons of the year, the influx of immigrants might be limited.

"In view of the above-mentioned facts, we ask the Government of Saskatchewan, as well as the Immigration Commission of Saskatchewan, to request the Dominion Government at Ottawa, to classify among the preferred immigrants, all people of German descent, as long as they comply with the regulations of *The Immigration Act of Canada*."

